

## Crisis response revision of Burkina Faso country strategic plan (2019–2023) and corresponding budget increase

	Current	Change	Revised
<b>Duration</b>	<b>1 January 2019– 31 December 2023</b>	<b>No change</b>	<b>1 January 2019– 31 December 2023</b>
<b>Beneficiaries</b>	<b>2 397 380</b>	<b>717 000</b>	<b>3 114 380</b>
	<i>(USD)</i>		
<b>Total cost</b>	<b>252 567 940</b>	<b>124 099 381</b>	<b>376 667 321</b>
Transfers	196 642 059	103 365 609	300 007 668
Implementation	27 030 495	9 320 780	36 351 276
Adjusted direct support costs	13 480 441	3 674 591	17 155 032
<b>Subtotal</b>	<b>237 152 995</b>	<b>116 360 981</b>	<b>353 513 976</b>
Indirect support costs (6.5 percent)	15 414 945	7 738 400	23 153 345

Gender and age marker: 3\*

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

### Rationale

1. Burkina Faso's security situation is rapidly deteriorating, and the number of violent attacks is increasing.<sup>1</sup> This is due to the expansion and intensification of activities of non-state armed groups, including frequent attacks, killings and targeted kidnappings. Intercommunal tensions, fuelled by the presence of non-state armed groups and the Government's response, combined with the stigmatization of certain populations and increased pressure on host communities, are also on the rise. As of June 2019, over 219,000 people have been displaced<sup>2</sup> – more than tripling since December 2018 and above the 190,000 internally displaced people (IDPs) initially planned for 2019 by the Government. Over 10,000 were displaced in one single week during the month of May and WFP projections indicate that the number of IDPs could reach 340,000 by the end of 2019.
2. To respond to the emerging needs the Government launched the Sahel Emergency Programme which initially covered only two regions (the Sahel and the Nord) but was recently expanded to include four additional regions (Boucle du Mouhoun, Est, Centre Est and Centre Nord). Essential health and social services are no longer available or limited in numerous areas and protection issues are of high concern, especially for children and women. Forced school closures and security risks are already affecting 300,000 children. As of June 2019, insecurity and violence have forced the closure of 39 health centres, while services in 57 others have been impaired. More than 360,000 people have limited or no access to health care. Humanitarian space continues to reduce for relief partners because of armed groups' activities and ongoing military interventions,<sup>3</sup> with increased population displacements further exacerbating

<sup>1</sup> Security incidents reported during the first four months of 2019 already reached the number of incidents over the entire year in 2018.

<sup>2</sup> Conseil national de secours d'urgence et de réhabilitation (CONASUR), June 2019.

<sup>3</sup> Humanitarians, partners and contractors, and the assistance they provide, are increasingly targeted, stolen, attacked and abductions are taking place.



existing vulnerabilities. According to the March 2019 Cadre Harmonisé, 688,000 people – or 3.5 percent of the total population – was estimated to be highly food-insecure during the lean season covering July to September. The current security situation is expected to highly impact the upcoming planting season as farmers will be prevented from accessing their fields. This, combined with access constraints impacting inputs markets, is very likely to reduce the 2019/2020 agricultural output and worsen food insecurity in coming years, with the risk of negative impacts on household and community resilience.<sup>4</sup>

3. Prevalence of global acute malnutrition (GAM) and chronic malnutrition is at least at WHO 'medium' and 'high' level respectively in crisis-affected provinces as of September 2018. The Sahel region is the most affected with prevalence of GAM at 12.8 percent and chronic malnutrition at 42.2 percent.<sup>5</sup> Increasing population displacement, food insecurity and decreasing access to health centres in view of closures pose a high risk of deterioration in the nutrition situation.
4. On 13 May 2019, WFP declared a Level 2 (L2) emergency and a response strategy has been developed in consultation with the Government and its partners to further scale up food and nutrition assistance to meet the needs of the growing number of crisis-affected and food-insecure populations. As of 12 June, WFP, the United Nations Children's Fund (UNICEF), FAO, the United Nations Population Fund (UNFPA) and the Office of the United Nations High Commissioner for Refugees (UNHCR), have activated internal L2 emergency procedures to access additional human, financial and material resources.
5. The United Nations system is scaling up its presence in the country by establishing five 'integrated presence' locations in Dori, Kaya, Fada N'gourma, Bobo-Dioulasso, and Ouahigouya in line with the recommendations of a strategic mission to assess United Nations engagement in the country.
6. The proposed budget revision (BR3) is required to allow WFP to urgently scale-up crisis response activities 1 and 7. BR3 also introduces two new activities 8 and 9 to ensure the provision of common services (telecommunications and air services). The duration of the CSP remains unchanged from the period 1 January 2019 to 31 December 2023.

## Changes

### Strategic orientation

7. The present budget revision does not affect WFP's strategic orientation in Burkina Faso which remains focused on saving lives and protecting livelihoods by delivering an integrated food and nutrition assistance package. It is designed to help address the most immediate food security needs arising from the deteriorating security situation. However, it highlights the need for additional work to strengthen the CSP's overall approach to conflict-sensitivity to ensure that CSP objectives can be achieved by 2023 within the emerging and fluid conflict context.
8. Regarding the education sector, BR3 will enable WFP and its partners to seek conflict-sensitive solutions to maintain children at school during the CSP period. Community-based approaches will be explored to support reopening of schools. WFP and its partners will explore also the way to integrate displaced children in school activities implemented in secure areas. Other issues like schools' capacities, the impact of the conflict

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<sup>4</sup> While staple food commodity prices remain stable due to a fair production in 2018, insecurity is expected to continue to disrupt the normal functioning of markets with a reduction in trade flows. Financial services and transport beyond urban areas are expected to further deteriorate in the coming months, impacting livelihoods and humanitarian assistance.

<sup>5</sup> 2018 National Nutrition Survey, Ministry of Health.



on education outcomes (including out-of-schools, early marriage) and protection issues will be monitored and corrective measures sought.

9. BR3 entails the following programmatic and operational changes:
  - **Scale up Activity 1** under strategic outcome 1 until December 2020 due to the persisting deterioration of the security situation which generates a higher number of displaced people and increases food and nutrition needs in targeted areas, and to anticipate the increase in the food-insecure population during the 2020 lean season.
  - **Increase Activity 7** under strategic outcome 6 to provide on-demand common services to enable the Government, humanitarian and development partners to operate in priorities areas. Activity 7 will be scaled up for WFP to: i) facilitate the set-up of a common, security-compliant office facility in Ouahigouya; and ii) provide common data in the five locations.
  - **Create Activity 8** under strategic outcome 6 to provide technical assistance through the emergency telecommunications sector to the Government and relief partners to improve emergency communication infrastructure and coordination mechanisms.
  - **Create Activity 9** under strategic outcome 6 to evaluate the need for the United Nations Humanitarian Air Service (UNHAS) and mitigate access constraints in highly insecure areas, following a formal request by the United Nations Resident Coordinator.
10. No change will occur in activities related to strategic outcomes 2, 4 and 5.
11. BR3 takes into account the increase of operational and staff costs to adequately scale up and respond to the emerging needs. WFP will increase its staffing, infrastructure, supply chain and security capacity through short and longer term local and international recruitments, the set-up and reinforcement of sub-offices and warehouses in the most affected regions, and the provision of security equipment, assets and measures to conform to security requirements.
12. BR3 also entails increased operational and security costs of WFP partners during programme implementation, particularly in remote and insecure areas. In areas that staff cannot access due to insecurity, WFP will use third-party monitoring mechanisms to collect, analyse and carry out post-distribution monitoring (PDM) assessments to monitor implementing partners' activities. Recommendations of the formative gender evaluation expected in August 2019 will be implemented to increase the impact of WFP's interventions.
13. In collaboration with the Government and FAO, WFP will further reinforce the coordination of the food security sector. WFP will participate in the Rapid Response Mechanism (RRM) aimed at enhancing the capacity of the various sectors to respond in a timely, coordinated and standardized manner to unplanned displacement needs. This will help to provide critical life-saving response to highly vulnerable persons in the absence of presence on the ground.
14. This budget revision also caters for additional assessment costs. WFP plans to conduct further assessments to determine the essential needs of the most vulnerable people, to refine the targeting approach and to determine the most adequate modality of assistance for each type of beneficiary. A comprehensive food security analysis and a joint evaluation of IDP needs will be undertaken with the ministry in charge of humanitarian issues following the first phase of assistance. A nutrition survey will be conducted in August–September in areas affected by displacement to assess the level of malnutrition. WFP assessments towards the establishment of the voucher modality will comprise markets analysis and possible disruptions of commercial flows, mobile networks reliability, availability of



financial institutions and liquidities, retailers' capacity and flexibility to meet demand, and beneficiaries' identification.

### **Strategic outcomes**

15. The current budget revision does not incur changes at the strategic outcome level.
16. Two new activities under strategic outcome 6 have been added, as detailed above.

### **Beneficiary analysis**

17. IDPs are targeted based on status, until the results of an evaluation enables targeting based on vulnerability. The Government is providing assistance to IDPs living in camps (about 10 percent) while humanitarian actors are assisting IDPs living in host communities. With the deteriorating security situation and the current trend of displaced people, WFP foresees an increase of IDPs that could reach up to 340,000 by the end of 2019 and 350,000 in 2020, of which WFP plans to gradually provide food and nutrition assistance to 70 percent with other humanitarian partners providing assistance to the remaining 30 percent.
18. A deeper analysis is needed to improve the targeting and adapt the assistance to the vulnerabilities of host communities. The number of host community persons to be assisted will be aligned to the IDP figures. Each household hosting an IDP will be assisted every three months.
19. For the lean season response (July–September), the cadre harmonisé figures will continue to be used to identify those communities in dire need of food and nutrition assistance in 2019 as planned. In light of the expected security deterioration, and based on trends, WFP will increase its 2020 caseload. A joint mission with the government structure in charge of early warning will determine priority vulnerable communes to be assisted. Within these communes, beneficiaries receiving general food assistance are targeted by WFP implementing partners through the same community participatory approaches already used for the previous lean season responses (household economy approach (HEA) methodology). WFP plans to provide blanket supplementary feeding to prevent malnutrition in children aged 6 to 23 months and pregnant and lactating women (PLW) in communes targeted for the lean season food assistance where the GAM prevalence exceeds 10 percent.
20. Emergency school feeding will be implemented wherever security conditions are adequate and protection risks analysed and mitigated in the Sahel, Est, Nord and Centre Nord regions.
21. Gender-responsive assessments, regular analyses of existing and arising protection risks and the strengthening of accountability to affected populations mechanisms will continue to inform WFP's operations in Burkina Faso. Respect for the humanitarian principles will be at the centre of the response using advocacy at all levels as part of a strategy to sustain the humanitarian space and to maintain community acceptance.

<b>TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY</b>							
<b>Strategic outcome</b>	<b>Activity</b>	<b>Period</b>	<b>Women (18+ years)</b>	<b>Men (18+ years)</b>	<b>Girls (0-18 years)</b>	<b>Boys (0-18 years)</b>	<b>Total</b>
1	Activity 1 – Integrated assistance package for crisis-affected people (Food)	Current	170 041	183 899	203 886	164 161	<b>721 987</b>
		Increase/decrease	221 113	239 133	265 123	213 466	<b>938 835</b>
		Revised	<b>391 154</b>	<b>423 032</b>	<b>469 009</b>	<b>377 627</b>	<b>1 660 822</b>
	Activity 1 – Integrated assistance package for crisis-affected people (cash-based transfers (CBT))	Current	222 904	241 522	180 031	128 195	<b>772 652</b>
		Increase/decrease	206 849	224 126	167 064	118 961	<b>717 000</b>
		Revised	<b>429 753</b>	<b>465 648</b>	<b>347 095</b>	<b>247 156</b>	<b>1 489 652</b>
Activity 1 – Integrated assistance package for crisis-affected people (capacity strengthening (CS))	Revised (no change)	107 075	115 264	86 481	61 180	<b>370 000</b>	
2	Activity 2 – School meals for vulnerable children (Food)	Revised (no change)			189 839	193 376	<b>383 215</b>
	Activity 3 – Beneficiaries targeted by government social safety nets (CBT)	Revised (no change)	23 854	26 994	19 347	19 805	<b>90 000</b>
	Activity 3 – Beneficiaries targeted by government social safety nets (CS)	Revised (no change)	23 854	26 994	19 347	19 805	<b>90 000</b>
3	Activity 4 – Beneficiaries of specialized nutritious food and integrated programmes (including social and behaviour change communication (SBCC)) (Food)	Revised (no change)	144 197	3 068	369 505	303 128	<b>819 898</b>

<b>TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY</b>							
<b>Strategic outcome</b>	<b>Activity</b>	<b>Period</b>	<b>Women (18+ years)</b>	<b>Men (18+ years)</b>	<b>Girls (0-18 years)</b>	<b>Boys (0-18 years)</b>	<b>Total</b>
	Activity 4 – Beneficiaries of specialized nutritious food and integrated programmes (including SBCC) (CBT)	Revised (no change)	14 376	3 068	16 604	15 922	<b>49 970</b>
	Activity 4 – Specialized nutritious food and integrated programmes to manage acute malnutrition and prevent stunting (CS)	Revised (no change)	38 289	0	8 396	0	<b>46 685</b>
4	Activity 5 – Livelihood and asset creation, value chain development, weather insurance schemes and innovative production technologies and practices (CBT)	Revised (no change)	27 831	31 494	22 568	23 107	<b>105 000</b>
	Activity 5 – Livelihood and asset creation, value chain development, weather insurance schemes and innovative production technologies and practices (CS)	Revised (no change)	37 919	42 910	30 748	31 483	<b>143 060</b>
	Activity 5 – Livelihood and asset creation, value chain development, weather insurance schemes and innovative production technologies and practices (Food)	Revised (no change)	10 088	11 416	8 180	8 376	<b>38 060</b>



TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY							
Strategic outcome	Activity	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total
<b>Total (without overlap)</b>		<b>Current</b>	<b>844 967</b>	<b>799 011</b>	<b>465 574</b>	<b>287 828</b>	<b>2 397 380</b>
		<b>Increase/decrease</b>	<b>168 867</b>	<b>182 629</b>	<b>202 478</b>	<b>163 026</b>	<b>717 000</b>
		<b>Revised</b>	<b>1 013 834</b>	<b>981 640</b>	<b>668 052</b>	<b>450 854</b>	<b>3 114 380</b>

22. The proposed BR3 will not affect the category of the beneficiaries. However, their number will increase to meet additional food and nutrition needs in the country.

### **Transfers**

23. WFP will continue to provide in-kind commodities and cash assistance where possible and recommended throughout 2020. Furthermore, the Government has requested WFP to continue assisting the IDPs through in-kind assistance, even in the Centre Nord region where cash assistance would be feasible, to ensure continuity and avoid further displacements. The feasibility of e-vouchers as assistance modality in the Sahel, Centre Nord and Nord regions during the 2020 lean season will be assessed. Vouchers may be considered for specific activities to ensure the consumption of nutritional products.
24. SCOPE will be used to register cash-based transfers (CBTs) and in-kind food beneficiaries for the lean season, while SCOPE pilots will be conducted for the response to IDPs. In the areas where integrated resilience interventions are planned, such as Thion, Barsalogho, Baní and rural Dori, WFP will use SCOPE to target and register poor and very poor households.
25. No changes in food rations and cash transfer values will occur in this budget revision. Only a one-off donation of emergency rations from Norway included in BR1 (Activity 2) will be transferred and distributed to IDPs in the Sahel region through Activity 1 due to the short 'best before' date of this commodity.
26. To ensure greater impact, WFP will identify the most appropriate and context-specific transfer modalities and delivery mechanisms by consulting the affected populations, identifying and mitigating potential protection and security risks as well as analysing the market situation. Based on the latest analysis, markets in areas highly affected by insecurity are disrupted and the cash modality will not be sustainable in those regions outside urban centres.
27. WFP plans to source as much as possible of the required food commodities on the local and regional market (70 percent) leveraging the capacity of the local suppliers to transport cargo directly into extended delivery points (EDPs). Commodities that are not available locally will be sourced internationally and shipped through Lomé (Togo) and Cotonou (Benin). As much as possible, transport from ports will be arranged directly to EDPs in Fada-Ngourma, Dori and Ouagadougou to limit transshipments. Secondary and tertiary transport will be contracted through experienced local transporters to also mitigate the challenging security situation and ensure timely deliveries. Storage capacity will be partially provided by the Government of Burkina Faso and WFP will be renting or setting up warehouses where needed to fill the gap.

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

Strategic outcome	Strategic outcome 1					
Activity	Activity 1					
Beneficiary type	Refugees, IDPs and populations affected by shocks					
Modality	Food + cash (refugees)	Food + cash (IDPs)	Food (TSF – children 6-23 m and PLW in IDPs and pop. affected by shocks)	Food (BSF – children 6-23 m and PLW in IDPs and pop. affected by shocks)	Food (emergency school feeding)	Food + cash (pop. affected by shocks)
Cereals	200	200			160	200
Pulses	50	50			40	50
Peas						
Oil	25	25	20	15	20	25
Salt	5	5			3	
SuperCereal	25	25	250	200	60	
SuperCereal Plus				200		
PlumpySup			100			
High-energy products	250	250				
Micronutrient powder					0.5	
Yogurt					250	
Dates	3.70					
Total kcal/day	2 399	2 309	535/1 116*	787/884**	1 114	1 069
% kcal from protein	12.3	12.9	10.5/13.7*	16.6/13.8**	10.3	12.6
Cash-based transfer (USD/person/day)	0.27	0.27				0.13
Number of feeding days per year	360	360			162	120

\* PlumpySup (children 6–59 m): 535 kcal/day/10.5 percent kcal from protein; SuperCereal and oil (PLW): 1,116 kcal per day/13.7 percent kcal from protein.

\*\* SuperCereal plus (children 6–23 m): 787 kcal per day/16.6 percent kcal from protein; SuperCereal and oil (PLW): 884 kcal per day/13.8 percent kcal from protein.

Abbreviations: BSF = blanket supplementary food; TSF = targeted supplementary food



Food type/cash-based transfer	Current budget		Increase/decrease		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	45 654	28 367 304	35 781	16 700 867	81 435	<b>45 068 172</b>
Pulses	11 605	11 479 038	8 765	7 957 260	20 370	<b>19 436 298</b>
Oil and fats	5 470	3 694 550	4 508	3 371 211	9 978	<b>7 065 761</b>
Mixed and blended	17 309	20 155 356	9 818	4 556 097	27 127	<b>24 711 453</b>
Others	3 571	7 861 130	855	161 653	4 426	<b>8 022 784</b>
<b>Total (food)</b>	<b>83 608</b>	<b>71 557 379</b>	<b>59 728</b>	<b>32 747 090</b>	<b>143 336</b>	<b>104 304 468</b>
Cash-based transfers and commodity vouchers (USD)		62 873 907		42 152 002		<b>105 025 908</b>
<b>Total (food and CBT value)</b>	<b>83 608</b>	<b>134 431 286</b>	<b>59 728</b>	<b>74 899 091</b>	<b>143 336</b>	<b>209 330 377</b>

### Cost breakdown

WFP Strategic Results/SDG targets	SR 1	SR 1	SR 2	SR 4	SR 5	SR 8	Total
WFP strategic outcomes	SO 1	SO 2	SO 3	SO 4	SO 5	SO 6	
Focus area	Crisis response	Resilience building	Resilience building	Resilience building	Root causes	Crisis response	
Transfer	93 001 432	292 465	2 884 935	1 136 135	0	6 050 643	<b>103 365 609</b>
Implementation	8 459 232	-56 426	0	0	0	917 975	<b>9 320 780</b>
Adjusted direct support costs							<b>3 674 591</b>
<b>Subtotal</b>							<b>116 360 981</b>
Indirect support costs (6.5 percent)							<b>7 738 400</b>
<b>Total</b>							<b>124 099 381</b>

TABLE 5: OVERALL CSP COST BREAKDOWN, AFTER REVISION (USD)							
WFP Strategic Results	SR 1	SR 1	SR 2	SR 4	SR 5	SR 8	Total
WFP strategic outcomes	SO 1	SO 2	SO 3	SO 4	SO 5	SO 6	
Focus area	Crisis response	Resilience building	Resilience building	Resilience building	Root causes	Crisis response	
Transfer	163 993 878	36 860 051	27 125 558	44 715 830	1 887 905	25 424 446	<b>300 007 668</b>
Implementation	16 067 214	4 278 776	5 418 323	8 962 921	433 772	1 190 269	<b>36 351 276</b>
Adjusted direct support costs	8 609 685	2 317 247	1 784 423	3 023 596	131 683	1 288 398	<b>17 155 032</b>
<b>Subtotal</b>	<b>188 670 777</b>	<b>43 456 075</b>	<b>34 328 304</b>	<b>56 702 347</b>	<b>2 453 360</b>	<b>27 903 113</b>	<b>353 513 976</b>
Indirect support costs (6.5 percent)	12 263 600	2 824 645	2 231 340	3 685 653	159 468	1 813 702	<b>23 153 345</b>
<b>Total</b>	<b>200 934 377</b>	<b>46 280 720</b>	<b>36 559 644</b>	<b>60 388 000</b>	<b>2 612 828</b>	<b>29 716 815</b>	<b>376 667 321</b>



## **Acronyms used in the document**

CBT	cash-based transfer
CS	capacity strengthening
CSP	country strategic plan
GAM	global acute malnutrition
IDP	internally displaced person
PLW	pregnant and lactating women
SBCC	social and behaviour change communication