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COUNTRY PROGRAMME— BURKINA FASO (2000–2004)

ABSTRACT

Burkina Faso is a landlocked Sahelian country regularly faced with cycles of drought. It is a least developed country (LDC) with a per capita gross national product (GNP) estimated at 300 dollars. With a Human Development Index of 0.221, Burkina Faso's position in the 1997 list of 175 countries was recorded as 172. Almost half the population (45 percent) lives below the poverty line—the threshold being 82 dollars a year per head. The infant mortality rate (0-5 years) is 93.7 per 1,000, the life expectancy at birth is 48 years and the FAO Aggregate Household Food Security Index (AHFSI) for the period 1993-95 was 80.1.

The Country Strategy Outline (CSO) was presented to the Second Regular Session of the Executive Board in 1998 (document WFP/EB.2/98/4/1). On the basis of that CSO, the Board recommended that a Country Programme (CP) be prepared for the period 2000–2004, stressing that priority should be given to the development of human resources (supplementary feeding for vulnerable group and adult literacy training). The Board approved the geographical and sectoral targeting set out in the CSO and took note that a school feeding component would not be included in the CP. Support for women's activities and the participatory approach was greatly encouraged; a study of the possible impact of food aid on local markets was to be carried out before preparing the CP. The Board also urged that the future programme be integrated in the United Nations Development Assistance Framework (UNDAF). All these recommendations have been taken into account in formulating the Country Programme.

The CP will be implemented within a strengthened partnership framework, especially with United Nations organizations, by means of joint programmes. The planned activities reflect the orientations/policies described in the Country Strategy Note (CSN).

WFP's programme targets the rural areas of the Sahelian regions and those of the central plateau and south-east. It concentrates on three fields of intervention: health, basic education (literacy) and rural development. It aims to: a) alleviate the vulnerability of the rural poor to food insecurity; b) build up literacy among the female population; and c) improve the health and nutritional status of women and children in the targeted areas.

Implementation of the programme will depend on the level of resources available. The direct operational costs are expected to be 19 million dollars, to which both direct support costs (estimated at 1.5 million dollars) and indirect support costs should be added. The latter will be calculated on the basis of the rates approved by the Board. Forty percent of resources will be allocated to basic activities in the primary health care sector, 40 percent to education (literacy) and 20 percent to rural development.

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NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

The WFP focal points for this document are:

Regional Director: M. Zejjari tel.: 066513-2201

Chief, OSA/3: O. Sarroca tel.: 066513-2505

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).



STRATEGIC FOCUS : FOOD INSECURITY AND THE HUNGRY POOR

1. The Country Programme is in line with the Government's framework for economic and social policy, as set out in the letter of intent for a policy on sustainable human development (1996–2005). In particular, it supports government policy in the fields of health, education and the strategy for sustainable agricultural development to the year 2010. The programme is also integrated in the joint United Nations programmes intended to improve access to primary health care (1999–2003) and support basic education (1999–2003).
2. WFP support to basic education will be by means of the literacy component; the school feeding component envisaged in the CSO will not be included, as this has obtained broad support from another donor.
3. The WFP Country Programme, to cover the five-year period 2000–2004, will coincide with the second phase of the CSN which runs from 2001 to 2005, and was adopted by the Government in July 1997.

THE HUNGRY POOR: PRIORITIES IN ADDRESSING THEIR NEEDS

Food insecurity, poverty and vulnerability

4. There is very widespread poverty in Burkina Faso. A government study carried out with support from the World Bank between 1994 and 1995 shows that almost half the population lives below the poverty line, the threshold being estimated at 41,099 CFA francs (or 82 dollars)¹ per adult per year. Poverty is mainly concentrated in the rural areas; the Sahel regions, the central plateau and south-east are the worst affected. Farmers are extremely poor, especially subsistence farmers and those restricted to one crop. Women are also among the very poorest and have only limited access to basic social services for health and education. Although they make up more than half the population (52 percent) and are very active, they fall victim to socio-cultural prejudice that limits their access to land and credit. The results of the gender-disaggregated socio-economic study carried out by the WFP country office in February 1998, examining five provinces (Sourou, Nahouri, Yatenga, Gourma and Oudalan), confirmed that women are usually obliged to perform a multitude of activities (which only bring in small incomes) in order to rise above abject poverty.
5. Attendance rates at health centres are very low, especially in rural areas, and the population's mortality rate (16.4 per 1,000) remains high. The literacy rate is very low (22 percent), with significant differences between urban (60 percent) and rural dwellers (15 percent), as well as between men (30 percent) and women (15 percent).

¹ All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 550 CFA francs in August 1998.



6. Cereal production in Burkina Faso depends mainly on the level of rainfall; yearly population growth (3 percent) exceeds that of cereal production (2.3 percent), thus creating a chronic cereal deficit situation. Furthermore, 19 percent of the population is affected by chronic food insecurity. Malnutrition is found everywhere and is particularly serious among children under the age of five, in whom it reaches a level of 29 percent.

Government strategies for food security, poverty alleviation and disaster mitigation

7. The Government's development strategy, set out in the letter of intent, identifies the fight against poverty and food insecurity as top priority. Steps have been taken to increase food production, thus covering the needs of an ever-increasing population. Apart from these steps, the Government has adopted policy measures which aim at raising the incomes of the poorest of the poor, particularly those of women. Action has been taken to increase women's income levels and improve their access to food and basic social services, and a Ministry was set up in 1997 to promote women's development. This Ministry formulated an action plan (1998–2000) to increase women's participation in development activities and ensure their social and economic advancement. Women's access to credit facilities has been improved thanks to the establishment of a fund which supports income-generating activities for women.
8. In order to cope with the consequences of drought and other vagaries of the climate, the Government has set up national structures for the prevention and management of food crises: the Early Warning System (EWS), a committee for coordinating information, a state company to manage food security stocks (known as SONAGESS) and the National Committee for Emergency Assistance and Rehabilitation. These structures strive to identify the areas that are at risk, to assess the degree of vulnerability in the country, and manage national buffer stocks. Both the donor community and the Government have, however, recognized that the situation may sometimes require responses beyond the simple framework set up to prevent crises. In this connection, consultations have recently taken place to formulate a strategy for sustainable agricultural growth. A document outlining the future strategy for agriculture has already been agreed upon, and a study is under way to formulate a food security strategy that will be complemented by an action plan for cereal production.

Government food aid policies

9. The Government continues to seek food aid to cover the cereal deficit. Conditions governing food aid grants to Burkina Faso are agreed by a joint organ comprising Government and donor representatives. Annual food aid deliveries to the country total 35,000 tons, of which 25 percent are supplied by WFP. With the decline in resources over recent years, project food aid is increasingly directed towards the very poorest food-deficit areas. Whenever there is drought, food assistance is provided in the form of programme aid involving sales by tender and the establishment of counterpart funds. Regular meetings are held between the Government and its partners engaged in food security; these meetings take place in the framework of the Committee for the Review and Monitoring of Cereal Policy.



Should there be a significant cereal deficit (as was the case during the 1997/98 harvest), the Government and its partners facilitate the setting up of cereal banks in the deficit areas and ensure that these are stocked. This strategy has proved its usefulness in times of crisis and offers an attractive alternative to free distribution of emergency food aid.

Relationship to the Country Strategy Note (CSN)

10. The CSN, adopted by the Government in July 1997, is the fruit of long consultations with the United Nations system. It defines priority areas for assistance where the Government hopes to concentrate the coordinated inputs of the United Nations system. It also sets out the strategies for assistance adopted by the United Nations agencies; these focus on the following five priority objectives defined by Burkina Faso:
 - a) economic security;
 - b) health security;
 - c) food security;
 - d) environmental security; and
 - e) individual and political security.
11. Basic education (literacy), having importance right across the board, was taken into account when formulating the above objectives. The activities planned in the WFP Country Programme embrace these objectives in a general way and thus fit into the various components of the CSN. The activities are based on the policies outlined in that note and contribute to the fight against poverty in harmony with actions undertaken by other United Nations agencies.

Collaboration within the United Nations system, other donors, and NGOs

12. Numerous bilateral and multilateral organizations, together with NGOs, implement programmes intended to combat hunger and poverty in the sectors in which WFP will intervene. At the level of the rural development project, several bilateral, multilateral and NGO partners are engaged in activities concerned with the development and management of natural resources. UNDP, FAO, UNICEF, Germany, the Netherlands and two NGOs—*Plan de Parrainage International (PPI)* and *Six S*—all support water and soil conservation activities. The European Union, the World Bank, the Netherlands, the Catholic Mission and PPI are also active in schemes for management of water resources. In the domain of food security and nutrition, WFP food aid supports the micro-projects financed by the World Bank. UNICEF, UNFPA, WHO, and the NGOs Médecins sans Frontières (MSF) and Pharmaciens sans Frontières provide major technical and financial support in the field of health and nutrition. The literacy programmes are helped by UNFPA and UNESCO which ensure the availability of teaching materials, equipment and the training of supervisors/trainers, while the main donor financing the salaries of the trainers in the literacy centres is Switzerland.
13. The informal arrangements made by the WFP country office in the past for collaborating with other partners in the United Nations system will be formalized



and intensified within the joint programming framework in the health and basic education sectors. Joint programming in the health sector will group together WFP, UNFPA, UNDP, UNICEF and WHO, while that for basic education will involve WFP, UNFPA, UNDP, UNESCO and UNICEF. Monthly meetings among the field staff of the agencies, and two retreats arranged in 1997 and 1998, enabled the joint programmes to be drawn up. These meetings also meant that agency staff could strengthen consultative and coordinating arrangements thanks to the sub-committees set up for the purpose of joint programming, emergency preparedness and humanitarian assistance, administration and communications.

14. Joint programming documents have been drawn up with the full participation of all the organizations involved. To implement each of these joint programmes, an office will be responsible for the coordination; the UNDP field office will coordinate joint programming, ensure that the resources of each organization are available, and develop a joint monitoring and evaluation mechanism. This joint programming arrangement will facilitate the implementation of the future UNDAF, which is expected to take off in January 1999 and in which WFP will play an active role.

ASSESSMENT OF WFP'S PAST AND ONGOING ACTIVITIES

15. The total value of WFP assistance since 1964 amounts to 130.9 million dollars, of which 114.1 million was for development projects, 14.1 million for emergency operations and 2.7 million for protracted relief operations (refugees). From the very start, WFP interventions focused mainly on rural socio-economic development. Some activities in support of the health sector also received food aid.
16. Under the food-for-work project, rural populations benefited from food aid in the form of meals taken together while the collective works were being undertaken. This was observed to strengthen social cohesion and encourage the level of participation in the work to be done. The participatory approach adopted in the project and which certainly constitutes one of its major advantages, also enables beneficiary populations to be fully responsible for their concrete achievements once the project is over. The most vulnerable provinces where people suffer from micronutrient deficiencies and where the health infrastructural facilities are insufficient in themselves and rarely visited, benefited from WFP assistance within the framework of the vulnerable group feeding project. Assistance to the Tuareg refugees (mainly through various emergency operations) reached its target group, and led to an improved nutritional status (especially among their children) and to an improvement in the general health of those living in the refugee camps.
17. Activities assisted by WFP contributed to improving food availability in food-deficit areas. This has been confirmed by a study (carried out in July 1998) on the impact of WFP food aid on local markets over the previous five years. This study showed that food aid had essentially had an effect only upon the areas of the intervention. In the food-deficit areas, food aid had a stabilizing effect on cereal prices, above all during the lean season, although highly localized and for short periods only. Moreover, the quantities supplied are not sufficiently large to produce any market displacement in local cereal markets. As regards the impact of food aid



- on markets in the surplus areas, it was found that local purchases of commodities had not brought about any change in prices nor any cereal deficits in local markets.
18. The achievements of WFP-assisted rural development projects, and the projects aiding vulnerable groups and refugees, confirm the sound footing on which the fields of intervention for the ongoing programme were based. In the food-deficit areas with poor access to local markets, WFP-assisted activities proved themselves to be an effective means of supporting actions for community development. Their presence contributed to improving household food security and living conditions. Various assessments/evaluations have revealed that food aid has played an undeniable role in carrying out development activities and has helped to mitigate the worst effects of disasters. Whenever there have been significant food deficits, as was the case in 1995/96 and again in 1997/98, WFP was in a position to intervene in an effective way by simply intensifying and increasing the activities of the ongoing development projects in the most seriously affected areas, thus avoiding recourse to free distribution of emergency food aid.
19. However, some weaknesses have been discovered in the implementation of WFP-assisted projects. Implementation of the rural development project was not without problems; performance was hampered by the geographical dispersion of the targeting areas; there was a multiplicity, and indeed too wide a variety, in the activities undertaken. Administration and the centralization of the decision-making process for approval were cumbersome and government inputs (in terms of staff and budgets) were insufficient. As the vulnerable group feeding project only began in September 1996, it is premature at this stage to assess its effects and its impact on malnutrition. The evaluation made by WFP in September 1998 has confirmed that the food aid to the project is appropriate, while readjustments are needed in targeting beneficiary areas; selection criteria for beneficiaries need to be fine-tuned, and more equipment is needed for the monitoring and evaluation system; further training in information, education and communication (IEC) is required based on the participatory approach. Moreover, it is recommended that project staff be further trained in the matter of achieving project objectives. The WFP Country Programme will take into account lessons learned from these past experiences.

STRATEGIC FOCUS OF THE COUNTRY PROGRAMME AND TARGETING

20. The sectors where the Country Programme will intervene have benefited from previous WFP assistance under projects approved by the Executive Board. The activities as such have now been reorganized and geographically refocused in order to concentrate on poverty alleviation and food insecurity problems, with the aim of better responding to the issues of concern to the populations and taking into account the needs of joint programming. The Country Programme is based on government priorities and the programmes of other United Nations organizations; it stresses the development of human resources and rural development. In addition, the objectives of the proposed programme are encompassed in the global strategy adopted by WFP, which consists in reinforcing development projects in food-deficit areas, in order to prevent food crises and to mitigate their consequences



- when they do occur. Thanks to this Country Programme, WFP assistance will be concentrated in the poorest areas, and will have the following objectives:
- a) to improve the health and nutritional status of beneficiaries, especially vulnerable groups;
 - b) to improve the living conditions of poor rural populations through literacy and activities that aim to protect the environment;
 - c) to improve the availability of food supplies in food-deficit areas with problems of access to markets; and
 - d) to lessen the vulnerability of the populations and groups of people exposed to food insecurity and the consequences of drought.
21. Under this Country Programme, WFP food aid will have the following roles and functions:
- a) health sector: i) encourage expectant and nursing mothers to attend pre-natal and children's clinics together with their children; ii) give a nutritional supplement to these beneficiaries, thus providing an income transfer;
 - b) literacy sector: i) encourage targeted beneficiaries (particularly the women) to take part in literacy courses; and ii) provide a food supplement to those who participate;
 - c) rural development: i) encourage rural populations to undertake soil conservation works, develop water resources and build the infrastructure needed for health and education; ii) provide a food supplement to the target populations, by means of the cereal banks and community-based cooked meals consumed during village work activities.
22. In conformity with the CSO, WFP's intervention will target those regions that are the very poorest and exposed to food insecurity (Sahelian regions, central and south-eastern plateau). Primary health care and literacy activities will be launched in 11 of the poorest provinces (see map in Annex I). Support will be given to the rural development sector in 25 of the 45 provinces with the worst water shortages and where food availability is precarious. Data will be collected on vulnerability in the area where the Country Programme intervenes; the data will be analysed and synthesized so as to enable a map to be drawn. This map will help to fine-tune targeting. In these regions, the special target groups will be the rural poor, women and children who are the victims of food insecurity.
23. The rural development activities will, among other things, help in creating infrastructure for health and education. Literacy courses will facilitate the learning capacity of beneficiaries to have a better grasp of the ideas transmitted in health and nutrition education. Thanks to these courses, members of village groups will learn the rudiments of management concepts that are needed for the cereal banks to really serve their purpose well, and which are also necessary in planning community self-help activities and sound commodity management practices. These activities complement each other in the same area and are aimed at the same target groups; this ensures that WFP activities are concerted.



COUNTRY PROGRAMME ACTIVITIES

Resources and Country Programme preparation process

24. It is estimated that WFP's commodity input to this Country Programme for the years 2000 to 2004 will amount to 34,646 tons at a direct operational cost of 19 million dollars. Depending on the availability of resources, the level of the contribution may be less. To the direct operational costs, there must be added direct support costs (estimated at 1.5 million dollars) as well as indirect support costs calculated on the rates determined by the Board (see Annex III). The annual number of beneficiaries under this programme will be approximately 180,105.
25. The priorities and resource allocation by sector have been determined on the basis of the Government's strategies as described in its policy documents, taking into account WFP's Mission Statement and its Commitments to Women. Health, basic education (literacy) and rural development have proved to be the sectors able to bring about an improvement in living conditions and in the nutritional status of the poorest of the poor (above all the women and girls) in the least favoured regions. Implementation of development projects in these areas at risk will ensure trigger mechanisms are available to minimize vulnerability and allow for interventions in times of crisis. Some 80 percent of resources will be directed to the development of human resources (health and literacy), while 20 percent will go to rural development. Resource requirements of the CP and details of their allocation are shown in Annexes III and V.
26. Preparation of the CP profited from past experiences, in particular the recommendations made in the evaluation of project number 3326.01—"Rural development"—carried out in June 1997. It also benefited from regular meetings between multilateral and bilateral partners and NGOs, thus enabling a better definition of the focus and the prospects for joint programming. In this regard, the results of the local WFP/Government mission in March 1998, were especially useful in refocusing activities following analyses carried out at the field level and with village groups. The socio-economic study on gender issues, carried out by the WFP country office in February 1998, enabled a better definition of modalities to involve women. Also, the impact of WFP food aid on markets (paragraph 17 above) was analysed in July 1998 on the basis of a study made by the country office. This has meant that there is now assurance that no disturbance of local markets will be imputed to WFP's interventions. Lastly, the preparation of the CP benefited from collaboration among the technical departments of concerned ministries (health, basic education, agriculture and promotion of women).

Basic Activity no. 1: Support to primary health care

27. The health sector is characterized both by poor access to primary health care and by alarming health indicators. Only 25 percent of children have been fully vaccinated; only 30 percent of the health service potential is used. The prevailing rate of malnutrition is 29 percent for children under five years of age and 15 percent for women aged between 16 and 45.
28. An increase in the attendance rates at the health centres by poor members of the population and an expansion of primary health care are among the Government's



- priority objectives. To help the Government in this policy, a supplementary feeding project for vulnerable groups was initiated by WFP in 1996; this has a planned duration of four years. Under this project a supplementary ration is provided together with health and nutrition education to vulnerable populations living in the areas where attendance at health clinics is poor. Its aim is to contribute to the implementation of the Bamako Initiative which seeks to promote the access by all to primary health care facilities. WFP's food aid will make a nutrition input available to malnourished children, will provide a supplementary ration to households comprising expectant and nursing mothers, and will encourage women living in the targeted areas to attend the health centres.
29. WFP-assisted activities will concentrate exclusively on the 11 provinces where there is great widespread poverty (see map in Annex I) and will thus be integrated in the joint programme of the United Nations—"Primary health care"—which will group together WFP, UNDP, UNFPA, UNICEF and WHO during the period 1999–2003. Formulation of this joint programme is already under way.
 30. The project is mainly focused on women (about 70 percent of beneficiaries will be expectant or nursing mothers, and girls). To improve women's attendance levels at health facilities WFP will establish liaison groups composed of influential people and religious leaders. These groups will run the village discussions on health and nutrition; their role of sensitizing and informing the population about the project and the need to take part in the activities carried out at the health facilities. WFP will also seek help from NGO leaders and other active associations to reinforce the activities of liaison groups.
 31. Basic activity no. 1 requires a commitment of 14,139 tons of commodities: namely, 11,778 tons of maize meal/sorghum, 590 of oil, 1,624 of pulses and 147 of salt at a total cost of 7.6 million dollars to WFP and some 343,887 dollars to the Government. These costs include those for external and internal transport, storage and handling. Under this activity, 22,290 beneficiaries (malnourished children, expectant and nursing mothers) will receive dry rations each year (a breakdown of the programme is given in Annex IV). The activity's components, its immediate objectives, executing agencies, outputs, target groups and regions, together with costs, are set out below, as well as in Annexes III, IV and V.



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|---|--|--|--|--|
| BASIC ACTIVITY NO 1: SUPPORT TO PRIMARY HEALTH CARE (40 percent) | | | | |
|---|--|--|--|--|

| Components | Immediate objectives | Outputs | Target group/ Region | Executing agency |
|---|--|--|---|--|
| Supplementary feeding of vulnerable groups | To provide supplementary food rations to malnourished children and to pregnant and lactating mothers | Dry rations: 21 175 malnourished children, expectant and nursing mothers each year | Poor food-insecure regions (11 provinces targeted) | Ministry of Health |
| Information, education and training for women in health and nutrition | To encourage women to regularly attend health care centres | Each year, cooked meals for 1 115 severely malnourished children and those accompanying them | Children with moderate malnutrition | Regional directorate of health |
| | To increase food availability at the household level for groups at risk | Health and nutrition education for 6 575 women each year | Expectant and nursing mothers | Partnership projects (United Nations, bilateral organizations, NGOs) |
| | To contribute to the efforts in health and nutrition education for women attending health centres | | Children with severe malnutrition and hospitalized children Those accompanying children with severe malnutrition | |

Basic Activity no. 2: Support to basic education (literacy)

32. The literacy rate in Burkina Faso remains low (22 percent) in spite of government efforts. Roughly three out of every four persons are still illiterate (85 percent of women as against 70 percent of the male population). The lowest literacy rates are found among older people (the 45 to 50 age group), among the poor and the farming population. Geographically, the literacy rates in the targeted provinces remain very much below the national average. In the south-east of the country the rate is 14 percent, while it attains 13 percent on the central plateau and only six percent in the north Sahelian zone.
33. Faced with this situation, the Government decided to give priority to basic-education and to literacy. The objectives set out in the ten-year development plan for basic education 1998–2007 are as follows:
- increase access to basic education (literacy) and reduce the social and geographical disparities; and
 - bring the literacy rate up to 40 percent by the year 2007.
34. To support the Government's efforts, WFP plans to increase the level of resources so far dedicated to literacy within the ongoing rural development project



and set up a separate basic activity specifically for literacy. This will constitute the food component of the United Nations joint programme of support to basic education. The programme, grouping WFP, UNDP, UNFPA, UNESCO and UNICEF for the period 1999–2003, is currently being finalized. Among other things, the programme will cover teaching materials, training for the course leaders and supervisors of the literacy campaign, and provide equipment for the national literacy institute. It should be noted that in addition to the collaboration with United Nations agencies, project implementation will benefit from the support of numerous bilateral partners: both Swiss and Austrian Cooperation, German Technical Cooperation (GTZ), ADRA and many local NGOs. WFP assistance will be focused mainly on the literacy centres spread over the 11 provinces where literacy levels are lowest, which are also the poorest provinces. By encouraging attendance at the centres, WFP assistance will contribute to an increase in numbers gaining access to literacy, a reduction in the drop out rate and in disparities in literacy rates, and help bring the overall literacy up to 40 percent (from 22 percent) by the year 2007. The permanent literacy centres run by the Government, as well as those run by development partners, are generally located within a radius of 10 to 15 kilometres around the villages. In these centres, the commodities act as support for the training sessions run by course leaders during the lean season. Some 107,530 annual beneficiaries (adults aged 16 and over, mainly women) will receive WFP rations in the form of cooked meals at the centres; beneficiaries include those who are child minders during the training sessions. Details are provided in Annex III). Under this activity, WFP will contribute to teaching literacy to about six percent of the total illiterate population in the 11 provinces.

35. To qualify for project support, attendance quotas will be demanded of the literacy centres: between 60 and 80 percent of those attending must be female. WFP will also provide support to women's groups carrying out literacy activities at the field level; such groups already exist in Kouritenga province. Learning from their experience, WFP will facilitate the implementation of similar initiatives in other provinces.
36. Basic activity no. 2 requires 14,189 tons of commodities, namely 12,036 tons of maize meal/sorghum, 581 of oil and 1,572 of pulses at a cost of 7.6 million dollars to WFP and 341,745 dollars to the Government. These costs include external and internal transport, and the cost of storage and handling. The components, immediate objectives, executing agencies, outputs, target regions and groups, together with the costs, are set out below and in Annexes III, IV and V.



**BASIC ACTIVITY NO 2: SUPPORT TO BASIC EDUCATION (LITERACY)
(40 percent)**

| Components | Immediate objectives | Outputs | Target group/ Region | Executing agency |
|------------------------------|--|---|--|--|
| Initial literacy | Improve access to basic education (literacy) | 59 950 cooked meals/year for participants | Areas with a high poverty prevalence, suffering chronic food deficit and having a very low demand for education (11 provinces) | Ministry of Basic Education and Literacy |
| Complementary basic training | Reduce drop-out rate | 47,580 cooked meals/year for participants | Rural poor and illiterates, especially women and girls | National Institute of Literacy |
| | Reduce gender disparities and among provinces | | | Provincial Directorate of Ministry above |
| | Bring literacy rate from 22 to 40 percent by year 2007 | | | Partners for literacy (UN projects, bilateral and NGO) |

Basic Activity no. 3: Rural development

37. Rural development is confronted with various constraints—climate, socio-economic and material—which lead to food insecurity and poverty. Faced with these problems, the Government has fixed two priority objectives: to strengthen food security by an increase in agricultural production and in incomes, and to improve the management of natural resources. Water management activities and the establishment of cereal banks are among the Government's commitments.
38. WFP assistance to this project takes the form of support to government efforts. It will mainly involve bringing help to the rural communities which face food insecurity, by supporting water and soil conservation activities, management of water resources, establishment of cereal banks and construction of health and education infrastructure. These activities, identified by the WFP/Government evaluation mission as being top priority in the targeted geographical areas, already benefit from the field-level interventions of multilateral partners (UNDP, FAO, UNICEF, World Bank), bilateral donors (Germany, Denmark, France, the Netherlands, Switzerland) and numerous NGOs—Association Française des Volontaires du progrès (AFVP), Six S, PPI and the Catholic Mission) in the form of technical and financial support (training, equipment, technical experts). However, certain activities supported under earlier phases of the project will not be taken up in the Country Programme. The activities no longer included are: settlement of new land, improvement of inland valley swamps and irrigation perimeters (bunds), construction and rebuilding of dams, specialized technical training and the development of rural infrastructure facilities other than educational and health infrastructure.
39. To improve women's level of participation in project activities, the following specific dispositions will apply. Priority will be given to women's groups and



mixed gender groups when selecting provincial programmes. A quota system will be installed, based on numbers of women enrolled (50 to 60 percent) and this will be applied by WFP and the Government when vetting requests submitted by the mixed gender groups. In respect of the cereal banks, priority will be given to those that are managed by women's groups. Under the programme, WFP also commits itself to passing commodity management gradually over to women. In addition to the training activities run by technical partners regarding gender issues, other information activities about WFP, about the project and about food distribution procedures will be organized for the benefit of the targeted populations in the intervention area.

40. Discussions are going on within the United Nations system about establishing a thematic discussion group on "Rural development and food security" which will examine the possibilities of a joint programme for training and implementation. WFP food aid will act as an incentive to village groups and women's associations taking part (as volunteers) in community-based works. Activities for the latter will be organized during the dry season (December to May) when peasants are not busily engaged in tasks on their own farm. WFP assistance will also constitute a start-up fund for village food security activities. It should be noted that the cereal banks envisaged in this project will mainly be the village food security stocks; they will not be playing an important role in stabilizing the markets. The long-term aim is to improve natural resources management and access to food in the chronic food deficit areas. WFP will ensure delivery of the commodities to the beneficiaries who will consume them in the form of cooked meals while engaged in community activities. This food assistance will enable the peasants to build up reserves of food from their own harvests (which are usually meagre) and so cover the lean period of June to August.
41. Basic activity no. 3 requires the mobilization of 6,318 tons of commodities, namely 4,292 tons of maize meal/sorghum, 552 of oil and 1,474 of pulses at an estimated cost of 3.8 million dollars to WFP and 2,280,695 dollars to the Government. This amount also covers external and internal transport costs together with storage and handling costs. Some 50,285 persons will benefit each year from these food rations (see Annex III) and the project will cover the 25 provinces of the Sahelian region, and of the central plateau and south-east (see map in Annex I). The components, immediate objectives, executing agencies, outputs, targeted areas and groups together with all costs are described below, as well as in Annexes III, IV and V.



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| BASIC ACTIVITY NO 3: RURAL DEVELOPMENT (20 percent) |
|--|

| Components | Immediate objectives | Outputs | Target group/ Region | Executing agency |
|---|--|---|---|--|
| Sub-project I: Support to management of natural resources and environmental protection | To protect, rehabilitate and enhance degraded lands | Sub-project I Stoneworks over 14 300 ha. 398 stone sills | Areas of deepest poverty and food insecurity (Sahelian regions, central plateau and south eastern zone) | Ministries involved: Agriculture, Health, Basic Education and Literacy |
| 1.1. Soil and water conservation (70 percent) | To increase the availability of water resources | Construction of wells: 31 383 metres deep | Village groups | Permanent Secretariat for WFP Aid |
| Construction in stone (60 percent) stone sills (10 percent) | To strengthen village food security by establishing cereal banks with an initial stock of 10 tons each | Small water dams 445 ha. | Women's associations | Regional Directorate of Agriculture Regional Directorate of Health |
| 1.2. Management of water resources (30 percent) | To equip villages with health and education facilities | Sub project II 63 cereal banks | | Provincial Directorate of Basic Education and Literacy |
| Sinking and cleaning out wells (20 percent) | | Sub-project III 44 health centres/ dispensaries 444 school units | | Water and rural equipment funds |
| Construction of small reservoirs (10 percent) | | | | |
| Sub-project II: Provision of village cereal stocks (10 percent) | | | | Project partners (United Nations, bilateral organizations, NGOs) |
| Supply of cereals to food banks (100 percent) | | | | |
| Sub-project III: Construction of health and education facilities (15 percent) | | | | |
| Building dispensaries and health centres (15 percent) | | | | |
| School buildings (85 percent) | | | | |

CONTEXT OF PROGRAMME IMPLEMENTATION

Economic and social environment

42. In order to spur growth and employment, the Government has, since 1991, set up structural adjustment programmes with the help of the World Bank and the International Monetary Fund. These programmes were accompanied by a component giving a social dimension which aimed at softening negative effects on



the population and putting in place really effective plans to combat poverty. A round table meeting of donors is also planned for the second half of 1998 to review the social sectors. This round table, for which the documentation has already been finalized, will concern itself mainly with education, health, water and sanitation, employment and the population. It aims to review the situation in each of the foregoing sectors, to propose more suitable policies and secure financing for the various programmes and projects.

Key issues and risks

43. Drought presents a serious risk of holding up implementation of the Country Programme. The food insecurity situations provoked by the national disasters that have befallen Burkina Faso in the past have often led to emergency operations being favoured to the detriment of other actions. The scourge of drought could bring about a change in smooth implementation and challenge the geographical targeting strategy adopted for the Country Programme. In practical terms the weak institutional capacity of the Government, budgetary constraints and inadequacy in staffing constitute major risk factors. The Government's input being linked to its financial resources, any limiting factor or budgetary deficit would further weaken its implementing capacity. A drop in WFP development resources could also affect implementation of the programme. However, the prospect of putting in place joint programmes with other partners of the United Nations system should help to minimize these risks.

COUNTRY PROGRAMME MANAGEMENT PROCESS

Appraisal

44. The proposed Country Programme activities will follow the procedure laid down in the WFP project cycle: appraisal will be carried out under the general supervision of the WFP Representative. Government technical services will be closely involved in the process which will make good use of local expertise (consultants) and, if needs be, of expertise within the specialized agencies of the United Nations (FAO, UNESCO, ILO and WHO); i) **Basic Activity no. 1: "Primary health care"**. The recommendations of the evaluation mission which went to Burkina Faso in September 1998 will be taken into account during project formulation. ii) **Basic Activity no. 2: "Literacy"**. The assessment mission will particularly be asked to look into the appropriateness of the proposed level of resources and the national absorption and implementing capacity. iii) **Basic Activity no. 3**. Formulation of the activity will be based on the conclusions of the local joint evaluation mission referred to in paragraphs 26 and 48. Bearing in mind the conclusions and recommendations made by the missions for all three basic activities, the WFP country office is empowered to re-allocate resources among the different sectors within a 10 percent limit of the current allocation of commodities.
45. The WFP regional office for the Sahel will provide technical support in formulating the summaries of activities. These summaries will be examined by the sub-committee responsible for coordinating the programmes of the United Nations



system; this sub-committee is a consultative and technical institution with a general mandate covering questions relating to harmonization of the operational activities of the United Nations system.

46. A local committee, made up of representatives from the United Nations agencies and expanded to include the main bilateral donors and NGOs, will be established under the chairmanship of WFP. The final versions of the summaries relating to the activities to be undertaken will be discussed by this committee which will play a consultative role. Composition of the local committee may vary depending upon the intervention sector and the activity to be approved.

Programme implementation

47. **Capacity-building.** The Country Programme will be able to take advantage of technical support by officers staffing the WFP Sahel regional office. However, the country office itself will need additional staff (mainly national) to carry out the programme. Setting up auxiliary sub-offices at Dori (Séno province) and Fada Gourma (Gourma province) will mean better monitoring arrangements for the actual activities and more efficient commodity management; these offices will be run by United Nations volunteers (UNVs) and will be adequately staffed and equipped.
48. The competence and expertise of WFP staff will be reinforced thanks to training courses in programme management, with special emphasis on monitoring the quality aspects of activities undertaken and the tools needed for participatory planning. WFP officers will also receive training for trainers in gender issue and food aid logistics.
49. **Logistical arrangements.** After WFP has delivered the commodities to the extended delivery points (EDPs) of Ouagadougou, Dori and Fada Ngourma, a permanent joint management system by WFP and a Secretariat for WFP assistance will be in force. This co-management will involve joint organization of internal transport, storage and handling (ITSH) for all commodities. WFP will provide a subsidy for the ITSH which will be managed directly by the WFP Sahel regional office; that office will make the payments due to private transporters and other providers of services. To overcome the well-known inadequacies of storage facilities, recourse may be made to the SONAGESS warehouses, or stores may be built by WFP. WFP will also carry out local purchasing of millet, sorghum and pulses in conformity with its rules and procedures. No monetization of commodities is envisaged.
50. **Coordination, implementation and reporting.** Coordination of assistance to the country falls to the Ministry of Economy and Finance under which the Directorate for Cooperation acts as intermediary for all external sources of funding. The Country Programme will therefore be under the general supervision of this ministry. An inter-ministerial committee, chaired jointly by the WFP Representative and the Directorate for Cooperation, will meet twice a year to discuss policy issues and programme implementation. Apart from the Ministry of Economy and Finance, this committee will comprise representatives from the following ministries—Foreign Affairs, Health, Basic Education and Literacy, Agriculture, Promotion of Women, as well as the multilateral and bilateral donors involved in the sectors covered by the Country Programme.



51. Annual work plans will be drawn up by the provincial technical services in close collaboration with the local communities; these plans will be consolidated by the government project authorities. A technical coordinating committee for the activities being undertaken will examine the work plans prepared by the services for health, basic education (literacy) and agriculture in the beneficiary provinces; this coordinating committee, chaired by the Programme Coordinator from the WFP office, will bring together national project authorities and the principal NGOs concerned. Operational issues will be reviewed once every three months. For each activity, programming details and those involving technical matters in implementing the project will be settled jointly by WFP and the national project authorities. Allocations that have been decided by the technical coordinating committee on the basis of resource availability for the year will be respected. However, some adjustments might be made during implementation depending on the outputs under the various components/activities.
52. **Adjustment and complementary measures.** The Government will provide the human and material resources required to implement the Country Programme. The funds needed are expected to amount to 2,966,327 dollars and will be supplemented by substantial contributions from the various development partners (including agencies of the United Nations) who have always shown an interest in the sectors where the Country Programme will intervene.
53. **Beneficiary participation in planning activities and gender equality.** Participatory methods of management which have always characterized WFP interventions in Burkina Faso will continue. At the local level, village communities will be directly involved from the very conception of activities and in their preparation. The annual work plans will be drawn up jointly by the local communities and management structures. As regards literacy and rural development activities, the modalities for commodity utilization in the form of a cooked communal meal consumed by the beneficiaries will help to encourage them to participate in the activities. Action to sensitize and divulge nutrition education to expectant and nursing mothers will help to involve these women more deeply in the primary health care activities.
54. As regards women's participation, the WFP country office has sensitized all partners about WFP's Commitments to Women. The next cycle will aim mainly at reinforcing/strengthening the Government's action plan for the advancement of women, and will make women responsible for commodity management in the village groups. WFP will give women better chances to obtain resources. They will be privileged beneficiaries of the Country Programme. In fact, women will form the majority of beneficiaries in the health and literacy activities; it is estimated that about 73 percent of the resources will directly benefit women when the programme is implemented.
55. In order to ensure that the needs of women are taken into account, the Ministry for the Promotion of Women will take part in the meetings of the inter-ministerial coordination committee held at the central level; this is the forum where policy issues and programme implementation will be discussed. In addition, the socio-economic study on gender issues undertaken by WFP in February 1998 (see paragraph 26), has facilitated the gathering of qualitative data on women's needs



and on their participation in the Country Programme's areas of intervention. The study's recommendations concerning actions of sensitization and training of technical supervisors in the field in gender-disaggregated analysis will be put into practice; this will be done in order to improve women's participation in decision-making (particularly concerning food management). Partnership with those NGOs specializing in gender issues (in the form of logistical support, training, monitoring and evaluation, data collection and analysis) will be strengthened. Contacts among women's groups to exchange their experiences will be facilitated so as to create consultative frameworks and help in changing behaviour patterns. Technical back-up in the field will ensure that the women's groups are trained in food management and on how to formulate requests for food aid. The system for collecting gender-disaggregated data will be developed in parallel, so that the level of women's participation and their benefits from the programme may be assessed.

Programme evaluation

56. Standard reporting procedures will be followed. The national project authorities will produce periodic reports which will be examined by the WFP office. WFP officers will increase their field monitoring visits; the other United Nations organizations will be associated with these visits. To the extent possible, efforts will be made to harmonize the process of WFP reporting with those of other organizations involved as joint initiators in the activities. Within the framework of joint programmes, it is planned to devise common systems for monitoring and evaluation.
57. At the central level, the programme's progress will be monitored by the technical coordinating committee for the activities. Specific institutional arrangements with straightforward and efficient means for monitoring will be put in place for each activity. A monitoring and evaluation (M&E) system based on simple data collection forms will be set up; this will make it possible to compare achievements and progress made, and detect any problems in implementation. At the provincial level, the UNVs staffing the WFP sub-offices at Dori and Fada N'Gourma and the decentralized services of a Secretariat for WFP assistance will be jointly carried out by both the provincial technical services—health, literacy and agriculture—and by the WFP sub-offices. Technical supervisors in the field will collect the data that will be used by the national project authorities in preparing six-monthly reports on implementation and of quarterly reports on commodity movements.
58. Apart from information on use of inputs and concrete physical outputs, the M&E system will attempt to assess the impact of project activities on beneficiaries, particularly in respect of household food security, the nutritional status of targeted populations and their incomes.
59. The main specific indicators for each activity will be given in detail in the project summaries. These indicators will cover in a general way the nutritional status of the women and children, the improvement in household food security, income transfer, attendance at literacy centres by the rural populations, women's attendance at health centres, and the number of people taking part in project activities. Apart from these indicators, other specific evaluation criteria may be included: the effectiveness in targeting the poor, levels of community participation,



the food aid cost-benefit ratio, the percentage of resources allocated to women and the proportion of additional resources provided by other donors.

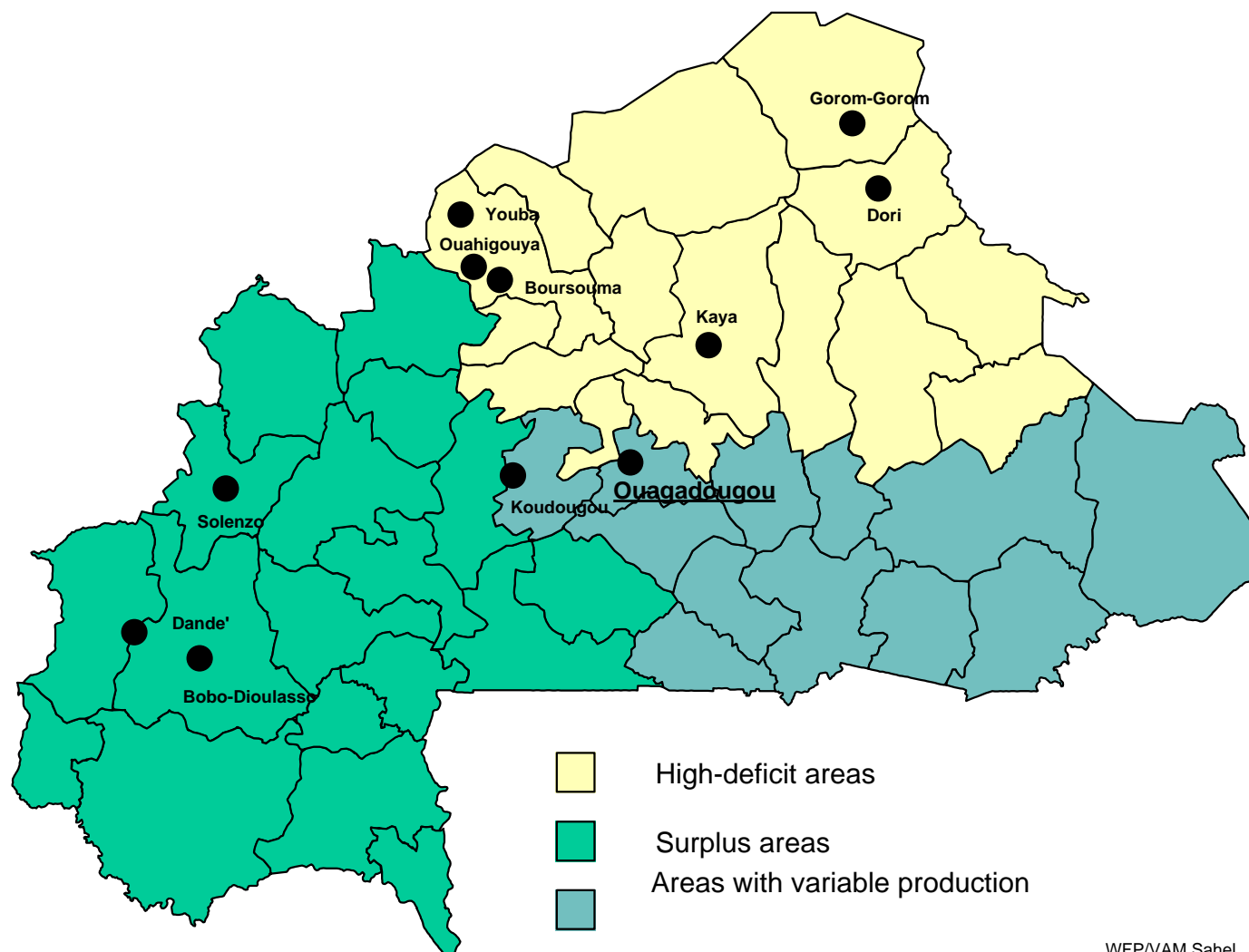
60. Once a year, the WFP regional Sahel office will carry out an internal evaluation in collaboration with government technical services. These internal reviews will serve not only to introduce corrective measures during programme implementation, but also to prepare the mid-term evaluation of the Country Programme. The mid-term evaluation report, which will be presented to the Board in 2002, will determine whether the programme objectives can be reached and, if not, what measures should be taken.
61. A number of special studies will be undertaken, particularly regarding the impact of WFP-assisted activities on women and girls. These studies will mean that the status and situation of women can be analysed and that the full extent of their participation in activities perceived. As a result, it will be possible to make arrangements that will better respond to women's needs and that will involve them in managing programme activities. A final evaluation of the Country Programme will be made in 2004, prior to preparation of a second CP.
62. The WFP Executive Director recommends the Executive Board's approval of this Country Programme for the period 2000–2004.



BURKINA FASO

Agricultural production areas

ANNEX I



WFP/VAM Sahel

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its authorities, or concerning delimitation of its frontiers or boundaries.

ANNEX II

POPULATION BY AREA FOR COUNTRY PROGRAMME ACTIVITIES

| Provinces included in health and literacy activities | Provinces included in rural development activity | Population (estimation for 1997) | Number of women | % of women |
|--|--|----------------------------------|------------------|--------------|
| Gnagna | Gnagna | 307 396 | 156 568 | 50.93 |
| Gourma | Gourma | 221 635 | 112 921 | 50.95 |
| Komandjari | Komandjari | 50 221 | 24 907 | 49.59 |
| Kompienga | Kompienga | 40 894 | 20 479 | 50.08 |
| Namentenga | Namentenga | 251 752 | 131 287 | 52.15 |
| Oudalan | Oudalan | 136 521 | 68 930 | 50.49 |
| Sanmatenga | Sanmatenga | 469 684 | 247 058 | 52.60 |
| Séno | Séno | 202 879 | 101 368 | 49.96 |
| Soum | Soum | 253 773 | 128 104 | 50.48 |
| Tapoa | Tapoa | 235 248 | 120 150 | 51.07 |
| Yagha | Yagha | 117 285 | 57 998 | 49.45 |
| Total | | 2 287 288 | 1 169 770 | 51.14 |
| | Loroum | 111 710 | 59 031 | 52.84 |
| | Yatenga | 443 935 | 235 653 | 53.08 |
| | Bam | 212 291 | 112 409 | 52.95 |
| | Passoré | 272 324 | 146 138 | 53.66 |
| | Kourwéogo | 117 409 | 64 993 | 55.36 |
| | Oubritenga | 198 138 | 105 406 | 53.20 |
| | Zondoma | 111 383 | 60 905 | 54.68 |
| | Bazèga | 214 506 | 115 066 | 53.64 |
| | Zoundwéogo | 197 433 | 103 803 | 52.58 |
| | Ganzourgou | 257 707 | 135 779 | 52.69 |
| | Kouritenga | 250 729 | 133 265 | 53.15 |
| | Boulgou | 415 414 | 220 098 | 52.98 |
| | Koulpelogo | 188 760 | 96 296 | 51.02 |
| | Nahouri | 119 767 | 62 103 | 51.85 |
| | Total | 5 398 794 | 2 820 715 | 52.25 |

Note: Total population: 10 332 798 (estimation for 1997)
 Women: 5 343 826
 Percentage of femmes: 52%



ANNEX III

| |
|--|
| TABLE SUMMARIZING PROGRAMME RESOURCES |
|--|

| Activity | Estimated resources (tons) | Estimated resources (million dollars) | Number of beneficiaries per year | Portion of resources allocated to women by the end of the programme |
|--|-------------------------------|--|--|--|
| Support to primary health care | 14 139 | 7.6 (40%) | 22 290 | 6.08 (80%) |
| Support to basic education (literacy) | 14 189 | 7.6 (40%) | 107 530 | 5.7 (75%) |
| Rural development | 6 318 | 3.8 (20%) | 50 285 | 2.09 (55%) |
| Total | 34 646 | 19 (100%) | 180 105 | 13.87 (73%) |



ANNEX IV

| |
|-----------------------------------|
| BREAKDOWN OF THE PROGRAMME |
|-----------------------------------|

BASIC ACTIVITY NO 1: SUPPORT TO PRIMARY HEALTH CARE

| | | | | | |
|---|--|---|--|---|---------------|
| 1. Annual number of beneficiaries | | | | | 22 290 |
| Children suffering from moderate malnutrition | | | | | 15 156 |
| Pregnant and lactating women | | | | | 6 018 |
| Children with severe malnutrition | | | | | 558 |
| Women with children suffering severe malnutrition | | | | | 558 |
| | | | | | |
| 2. Duration of assistance each year (days) | | | | | |
| Children with moderate malnutrition | | | | | 240 |
| Pregnant and lactating women | | | | | 180 |
| Children with severe malnutrition and those accompanying them | | | | | 90 |
| | | | | | |
| 3. Rations (commodity) | Children with moderate malnutrition (individual rations in grams) | Pregnant and lactating women (family rations in grams) | Children with severe malnutrition (individual rations in grams) | People accompanying children with severe malnutrition (family rations) | |
| Millet/sorghum | 300 | 600 | 360 | 620 | |
| Oil | 15 | 20 | 20 | 20 | |
| Pulses | 40 | 80 | 50 | 60 | |
| Salt | 2 | 4 | 2 | 4 | |
| 4. Total quantity (tons) | | | | | |
| Millet/sorghum | 1 778 | | | | |
| Oil | 590 | | | | |
| Pulses | 1 624 | | | | |
| Salt | 147 | | | | |
| | 14 139 | | | | |

BASIC ACTIVITY NO 2: SUPPORT TO BASIC EDUCATION (LITERACY)

| | | |
|--|-----|----------------|
| 1. Annual number of beneficiaries | | 107 530 |
| Initial literacy | | 59 950 |
| Complementary basic training | | 47 580 |
| | | |
| 2. Duration of assistance each year (days) | | |
| Initial literacy | | 50 |
| Complementary basic training | | 21 |
| | | |
| 3. Rations (2 individual rations: in grams) | | |
| Maizemeal or sorghum | 600 | |
| Oil | 30 | |
| Pulses | 80 | |



| |
|-----------------------------------|
| BREAKDOWN OF THE PROGRAMME |
|-----------------------------------|

4. Total quantity (tons)

| | |
|----------------------|---------------|
| Maizemeal or sorghum | 12 036 |
| Oil | 581 |
| Pulses | 1 572 |
| | 14 189 |

BASIC ACTIVITY NO 3: RURAL DEVELOPMENT

1. Number of annual beneficiaries

| | |
|---|--------|
| Volunteers carrying out village community works | 50 285 |
|---|--------|

2. Duration of assistance each year (days) 210**3. Rations (5 individual rations in grams)**

| | |
|----------------------|-------|
| Maizemeal or sorghum | 1 500 |
| Oil | 75 |
| Pulses | 200 |

4. Total quantity (tons)

| | |
|----------------------|--------------|
| Maizemeal or sorghum | 4 292 |
| Oil | 552 |
| Pulses | 1 474 |
| | 6 318 |



OPERATING BUDGET

ANNEX V

| Sector | Volume (tons) | Value (dollars) | Ocean freight (dollars) | ITSH (dollars) | Direct operational costs (dollars) |
|---------------------------------------|--------------------------|----------------------------|------------------------------------|---------------------------|---|
| Basic activity No 1 | | | | | |
| Support to primary health care | | | | | |
| Millet/sorghum | 11 778 | 2 178 930 | 1 554 696 | 1 884 480 | |
| Oil | 590 | 531 000 | 77 880 | 94 400 | |
| Pulses | 1 624 | 730 800 | 214 368 | 259 840 | |
| Salt | 147 | 30 870 | 19 404 | 23 332 | |
| Subtotal | 14 139 | 3 471 600 | 1 866 348 | 2 262 052 | 7 600 000 |
| Basic activity No 2 | | | | | |
| Support to basic education (literacy) | | | | | |
| Millet/sorghum | 12 036 | 2 226 660 | 1 588 752 | 1 925 760 | |
| Oil | 581 | 522 900 | 76 692 | 92 960 | |
| Pulses | 1 572 | 707 400 | 207 504 | 251 372 | |
| Subtotal | 14 189 | 3 456 960 | 1 872 948 | 2 270 092 | 7 600 000 |
| Basic Activity No 3: | | | | | |
| Rural development | | | | | |
| Maizemeal/sorghum | 4 292 | 794 020 | 566 544 | 686 720 | |
| Oil | 552 | 496 800 | 72 864 | 89 344 | |
| Pulses | 1 474 | 663 300 | 194 568 | 235 840 | |
| Subtotal | 6 318 | 1 954 120 | 833 976 | 1 011 904 | 3 800 000 |
| Total | 34 646 | 8 882 680 | 4 573 272 | 5 544 048 | 19 000 000 |