

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

Executive Board
Second Regular Session
Rome, 12 - 15 May 1998

COUNTRY STRATEGY OUTLINES

Agenda item 4



Distribution: GENERAL
WFP/EB.2/98/4/1

6 February 2009
ORIGINAL: FRENCH

COUNTRY STRATEGY OUTLINE - BURKINA FASO (1999-2003)

ABSTRACT

A inland Sahelian country, Burkina Faso is one of the world's least developed countries (LDCs) with a per capita gross national product (GNP) of some 300 United States dollars in 1996. With a human development index of 0.221 in 1997, it ranks 172nd out of 175 countries. Nearly half of the population lives below the poverty threshold, and 27.8 percent below that of extreme poverty. Its inhabitants are poor and destitute, and live chiefly in rural areas. Burkina Faso has been a recipient of WFP assistance since 1964, receiving aid worth 130.9 million dollars to date. This has been delivered chiefly in the form of food-for-work programmes in support of rural development activities implemented in vulnerable areas characterized by a precarious cereal balance.

In view of the priorities and strategies adopted by the Government and of the programmes implemented by other United Nations organizations to combat poverty and food insecurity, WFP's future strategy will focus on rural areas where living conditions are highly precarious and will concentrate on three sectors: rural development, health and basic education. In order to optimize its resources, WFP will emphasize the development of human resources, with school feeding and vulnerable group supplementary feeding programmes as its main areas of intervention. Expectant and nursing mothers, children up to five years of age and girls will be priority target groups.

This document is produced in a limited number of copies. Delegates and observers are kindly requested to bring it to the meetings and to refrain from asking for additional copies.

NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to 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:

Chief, OSA/4: O. Sarroca tel.: 6513-2505

Programme Coordinator: E. Togbe-Olory tel.: 6513-2378

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 6513-2641).



FOOD INSECURITY AND THE HUNGRY POOR

Economic and social context

1. With a per capita GNP of some 300 dollars,¹ Burkina Faso is one of the world's least developed countries (LDCs). Although the economy has made some progress over the past few years, with a GNP growth rate (5.7 percent) exceeding the rate of population growth (2.8 percent), some 45 percent of the population still lives below the threshold of poverty, i.e., 41,099 CFA francs (82 dollars) per adult per annum, according to a recent poverty survey undertaken in Burkina Faso.
2. Burkina Faso had a population of 10.3 million in 1996, but is expected to grow to 12.3 million in 2000 and 14 million in 2005. The high demographic growth rate places severe strain on the country's social services, despite improvements over the past few years.
3. Women account for 51 percent of Burkina Faso's total population. Two thirds of their time is spent on agricultural work. Being generally poor (51 percent are extremely poor) and illiterate (only 15 percent can read and write), they have practically no access to basic social services. Although very active, women are victims of socio-cultural prejudices; this limits their access to land and credit, among other things.
4. School enrolment rates in Burkina Faso are among the lowest in sub-Saharan Africa, with an overall gross rate of only 37.7 percent in 1995/96 (44.4 percent for boys and 30.4 percent for girls). In rural areas, the net enrolment rate drops to 19 percent, and among the poorest segments of the population only one girl is sent to school for every two boys. As they are chiefly expected to raise children, girls are introduced to household work from an early age and are called on to share in fuelwood collection and such agricultural activities as weeding and sowing. Given the work expected of them, many families are reluctant to send their daughters to school.
5. The public health situation in Burkina Faso is characterized by poor access to primary health care and by a low vaccination rate. The mortality rate among children aged under five (184.9 per thousand) and the overall mortality rate (16.4 per thousand) is high and largely due to infectious and parasite-borne diseases caused by poor hygiene and lack of drinking-water. It is calculated that public health services reach 49 percent of expectant mothers and 10 percent of children under five.

¹ All monetary values are expressed in United States dollars, unless otherwise stated. At the time of writing this document, one United States dollar equalled 500 CFAF.



Food insecurity

At the national level

6. A Sahelian inland country, Burkina Faso has only one rainy season a year. It has been struck by several natural disasters, which included major droughts in 1973/74 and 1984/85. The droughts played a major role in degrading the environment and reducing the country's agricultural potential (lack of water and arable land) and increased risk and vulnerability factors. The 1984/85 drought hit 12 of the 30 provinces then in the country, and caused a net cereal deficit of 163,000 tons; agricultural production has fallen to less than half of the 1996/97 level. Some 2.5 million inhabitants remain affected, with 500,000 of them declared disaster victims.
7. Agriculture is widely practised in Burkina Faso, but suffers from a low level of mechanization and fertilizer use. Only one crop a year is harvested, which effectively puts farming at subsistence level. Traditional farms are generally no bigger than five or six hectares. They account for 90 percent of arable land and 95 percent of production.
8. Agricultural production varies considerably from one year to the next, according to the vagaries of the weather. In 1990/91, for example, production fell back to the 1985/86 level, while the 1995/96 crop was six percent below that of 1991/92. A deficit cereal crop occurs roughly once every three or four years.
9. In 1996, the following provinces had deficit crops: Kadiogo, Séno, Oudalan, Nahouri, Sanmatenga, Boulkiemdé, Passoré and Bam. Some of them are located in the West and Southwest of the country, where the rainy season is usually favourable. In six of the nine provinces, production fell by more than 10 percent.
10. In general, agricultural production remains precarious as it largely depends on the weather. According to harvest results over the last few years, national production normally covers between 80 and 90 percent of requirements except during years of exceptional rains such as 1989/90, when 107 percent was achieved, and 1996, when a production surplus of 30,000 tons was expected.

At the household level

11. Low incomes, a poor and run-down road network plus lack of storage facilities in villages are among the factors limiting rural households' access to food.
12. The staple food crop is cereals, chiefly sorghum and millet, which represent 85 percent of the cereals consumed. Lacking variety, this kind of diet is also short of animal protein (10 percent) and leguminous protein (22 percent), and leads to malnutrition. Per capita yearly consumption of meat, eggs and milk is 12.3 kilograms in rural areas as opposed to 21.3 kilograms in the cities.
13. Malnutrition is endemic among children and expectant and nursing mothers; it specially affects infants. Of children aged below five, 29 percent suffer from malnutrition, while 12 percent of babies delivered in public structures weigh less than 2.5 kilograms. Another major cause of infant malnutrition stems from the fact that babies are not properly weaned. The malnutrition rate among women aged between 16 and 45 is 15 percent. Ignorance about correct nutritional practices, poor hygiene and widespread disease also undermine the health of women and children.



Poverty

14. In order to obtain a clearer picture of poverty in the country, the Government, with the help of its partners, published a poverty profile on Burkina Faso based on the results of a major survey of household living conditions carried out between October 1994 and January 1995. The survey analysed the incidence, depth, characteristics, trends and causes of poverty.
15. According to the survey, some 45 percent of the population live below the poverty threshold, estimated at 41,099 CFAF (82 dollars) per adult per year. Poverty is concentrated in rural areas and is severest in the central-north, southeast, central-south and northern regions. Mainly affected are farmers, particularly subsistence farmers (51.5 percent), together with women (see paragraph 3). In addition, 27.8 percent of Burkina-bes live below the threshold of extreme poverty; set at 31,749 CFAF (63 dollars) per adult per year.
16. In rural areas, farmers whose production consists largely of food crops or who depend on only one crop or activity are considered as being incomeless. In towns, some groups are completely without any means of finance or source of income. They include the handicapped, street children, young graduates unemployed workers holding a degree.
17. The poor have sought to diversify their activities in order to increase their income. In rural areas, this involves an extension of family smallholdings, off-season farming where possible and animal husbandry, while women also engage in handicrafts. The rural poor often emigrate to the cities or to neighbouring countries such as Ghana and Côte d'Ivoire where economic, and agricultural activities in particular, still appear viable.

GOVERNMENT PRIORITIES AND POLICIES ON FOOD INSECURITY AND POVERTY

Overall policies

18. Realizing that the effective eradication of poverty required a favourable macro-economic climate, in 1991 the Government of Burkina Faso launched an economic and structural adjustment programme (SAP) with the support of the international community. The aims of the programme include the creation of conditions for renewed growth and employment. Even though SAP is perceived by the Government as a means to an end, its final objective remains sustainable human development. A new component, aimed at mitigating the social effects of structural adjustment, was recently added. It seeks to formulate and successfully implement social policies and programmes aimed at poverty eradication and which are fully compatible with the structural adjustment reforms.
19. The reforms have laid the foundations for a durable expansion of the economy. The Gross Domestic Product (GDP), which had been stagnating at around two percent since 1991, has grown rapidly, reaching 5.7 percent in 1996. This favourable trend freed resources for investment in such priority sectors as health and education. At the same time, public finances and the macro-economic situation have also improved. The liberalization of the economy is almost complete and several important reforms have been adopted.
20. As part of its commitment to fight poverty and foster sustainable human development, in 1995 Burkina Faso adopted a Letter of Political Intent on Sustainable Human Development (LIPDHD) and set aside 26 percent of its budget for social spending. In the Letter, the Government stressed its determination to pursue efforts in the framework of economic



reforms and to give priority to poverty eradication, while also emphasizing food security. Among other things, the Government aims to provide every inhabitant of the country with access to food and drinking-water. The recently published Country Strategy Note (CSN) will also help translate these intentions into action.

Policies in food security

21. Along with the modernization and diversification of agricultural production and the improvement of natural resource management, the improvement of food security represents the third principal goal of the Agriculture Sector Adjustment Programme (PASA) adopted by the Government in 1991. In making the improvement of food security one of PASA's major objectives, the Government intends to guarantee everyone, especially the poorest segments of the population, better access to food.
22. The Government has embarked on a policy aimed at promoting agricultural production with a view to increasing farmers' incomes and improving the nutritional status of their families. In order to achieve that goal, it is currently formulating a strategy intended to achieve durable growth in the agricultural sector through the integrated development of agriculture and animal husbandry, the accumulation of surpluses and the improvement of agricultural productivity. Decisions have also been taken with a view to the formulation of priorities regarding action to be taken in specific sectors (cereals, animal husbandry, fruit and vegetables). Complementary programmes dealing specifically with equipment, hydro-agricultural infrastructures and transport have also been designed. They include a village storage support programme set up to decentralize food security stocks and give greater responsibility to village communities, in particular through the creation of cereal banks. The sum of these efforts has been to improve the regularity of supplies and the availability of transport and storage infrastructures, while credit has also become more readily available. It is hoped that the development of irrigated farming will enable the country to become self-sufficient in rice. A number of bodies set up under the new cereal production policy, including the Cereal Policy Review and Monitoring Committee (CRSPC), will provide support for these efforts.
23. The Government has also moved to increase people's purchasing power and to improve access to basic social services by setting up programmes in support of local initiatives aimed at enhancing living conditions. In rural areas, integrated development projects are being implemented in order to finance the improvement of water distribution, the construction of school and socio-sanitary infrastructures and to make credit available to small-scale retailers and village groups.
24. As part of its diversification policy and in order to meet growing public demand, the Government is encouraging the cultivation of alternative crops (such as rice, *niébé*, tubers and *voandzu*) and is promoting market gardening. At the same time, in collaboration with private-sector partners, it is promoting local cereals through its Procelos project (Local Cereals Promotion Project) and encouraging the consumption of fish. Since women potentially have an important role to play, the government, together with its partners, has taken appropriate strategic and policy measures to help them engage in income-generating activities. Activities started by women's groups or associations include the processing of karité almonds and the marketing of karité butter. Women are also active in other sectors such as handicrafts, small-scale animal husbandry and market gardening.
25. National-level structures have been set up by the government to monitor harvests and prevent and manage food shortages. Its Early Warning System (SAP) figures among the chief instruments created to prevent such crises. SAP collects and analyses data provided



by the Markets Information System (SIM) and the Information Coordination Committee (CCI) and then seeks to identify at-risk areas and undertakes vulnerability assessments at the national level. The key crisis-management organization in Burkina Faso is the National Company for Food Security Stocks (SONAGESS), which is responsible for the creation, management and maintenance of the national security stock (SNS). It has a storage capacity of 110,000 tons, and manages a stock of 35,000 tons, plus a financial reserve equivalent to the purchase value of 25,000 tons of cereals. In addition, the National Committee for Emergency Aid and Rehabilitation (CONASUR), is responsible for the implementation, through decentralized structures, of a national plan for emergency aid and rehabilitation in the event of natural disaster.

Food aid policies

26. Burkina Faso lacks any clearly-defined food aid policy. Some years ago, consultations were held with a donors' committee in order to determine the conditions governing the supply of food aid. The practice was largely abandoned after 1986 but the government decided to return to it in the framework of PASA. Some donors are also thinking in terms of setting up a joint consultative body grouping donors and the government to decide on the utilization of counterpart funds generated by food aid.
27. In the last 10 years, 85 percent of food aid in Burkina Faso has consisted of project aid, with an average of 35,000 tons supplied annually. In years of severe drought such as 1974 and 1985, food aid deliveries totalled 107,900 and 124,200 tons, respectively. Much of that consisted of programme aid involving tenders and the establishment of counterpart funds.
28. Food aid supplied to Burkina Faso consists mainly of cereals, while non-cereal items include vegetable oil, sugar, dairy products and leguminous vegetables. Ten to 20 percent of the quantities are purchased locally and the rest is imported commercially.
29. Principal donors are the United States (USAID), WFP and the European Union. United States donations on average account for 54 percent of aid deliveries. WFP and the European Union's shares are respectively 25 and eight percent of total food aid. The remaining 13 percent is supplied by Germany, Canada, the Netherlands, Japan, Italy and Denmark.
30. USAID, through Catholic Relief Services (CRS)-Cathwel, an NGO, has been supplying some 14,000 tons of food a year, of which 80 percent is used in the framework of a school feeding/support to basic education project. The remaining 20 percent has gone to small-scale agricultural projects and relief activities targeted on the poor. European Union donations, which average 3,500 tons a year, are for the most part distributed between four NGOs, SOS Sahel, Delwende, national Caritas and Frères des Hommes in support of rural development activities. As for WFP, whose shipments average 7,500 tons a year, it has largely supported socio-economic development projects in rural areas on a food-for-work basis. Project food aid has until now been distributed all over the country without any prior geographical or socio-economic targeting. Given the diminished resources available over the past few years, donors are currently re-focusing their priority activities and seeking to re-group them within determined geographical areas while targeting more sharply on the poorest deficit zones.



31. As regards emergency aid, Burkina benefited from such aid in 1985/86 and in 1990/91 when the country suffered major deficit harvests. Again, between 1992 and 1996 WFP supplied some 3,000 tons of emergency food aid over three years to refugees from Mali and Nigeria in Burkina Faso.
32. Average annual requirements of commercial imports and food aid were running at 140,000 tons (mainly cereals) between 1987 and 1996. It therefore seems likely that the government will continue to rely on food aid to meet the country's cereal deficit.

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

33. Burkina Faso has been benefiting from WFP assistance since 1964. A basic agreement signed on 12 December 1967 provided for the financing of development projects and emergency operations. From 1964 to date, the total value of aid supplied by WFP totals 130.9 million dollars, of which 114.1 million dollars for development projects, 14.1 million for emergency operations and 2.7 million for protracted refugee and displaced person projects (PROs).
34. In conformity with the country's priorities and development strategies, over the past 10 years WFP has devoted a growing share of its resources to actions undertaken by village groups to promote rural socio-economic development. This has been done in the framework of two development projects: Burkina Faso 3326—"Rural development" and 3376—"Development of rural infrastructure".
35. By purchasing cereals in surplus areas, WFP has succeeded in channeling increased supplies to deficit areas with poor access to markets. Populations in rural areas showing chronic deficits (centre-north and north) received 39,678 tons of food under the two projects. A mid-term evaluation mission visited the country in May 1991 to review their progress. It found that the food aid provided represented a significant support to community development activities and confirmed the soundness of the two projects' approach. However, in order to improve coordination of sub-project activities and to reduce management costs, the mission recommended merging the two projects into one.
36. Current WFP assistance (1993-1999) includes two development projects and a PRO, for a total of 37,285,000 dollars.

Project Burkina Faso 3326.01—"Rural development"

37. The project, which results from the fusion of projects 3326 and 3376, was approved in May 1992 for a five-year period at a total cost of 24.87 million dollars. Activities began in November 1993. Under the plan of operations, some 250,000 people a year, mostly members of village groups, were to benefit directly from the food aid. But since the aid is provided in the form of a lunch consumed in common on the work sites, the real number of direct beneficiaries has probably been higher.



38. A multi-sector project, it is divided into four sub-projects:
- a) Sub-project I, Support to improvement of natural resources and production (60 percent of total commitment), includes water and soil-conservation, village forestry, water resources improvement and new land settlement activities;
 - b) Sub-project II, Support to village food security, (13 percent of commitment) aims to provide 300 newly-constructed cereal banks with a start-up stock of 15 tons each. The plan of operations was amended in 1995 to include support to the food security and nutrition project (PSAN) financed by the World Bank and Norway. Its aims include the creation of temporary employment in provinces facing the greatest risk of drought.
 - c) Sub-project III, Support to rural training (10 percent of commitment), aims to provide villagers with know-how in agriculture, water and soil conservation, forestry and village-level economic management. Training includes literacy courses, complementary basic training and specialized technical training.
 - d) Sub-project IV, Development of rural infrastructure (17 percent of commitment), has two components. The first aims to improve transport, communications and marketing infrastructures at regional level through maintenance and rehabilitation works on regional tracks. These are being carried out by public works labourers who will receive family rations as a complement to their low wages. The second component aims to provide villages with basic social and economic infrastructures.
39. The four sub-projects are being executed by different organizations, with coordination between them provided by the Ministry of Agriculture's Permanent Secretariat for WFP Aid (SPAP).
40. A mid-term review of the project was conducted in June 1997. The mission's conclusions and recommendations were that food aid plays an undeniable, in fact essential role in incentivizing the development activities involved. The specific form taken by the aid -- a mid-day meal consumed in common -- enabled it to foster and build up social cohesion around village development works.
41. On 30 June 1997, an average execution rate of 95.37 percent was reported for project activities as a whole (86 percent for sub-project I, 42 percent for sub-project II, 139 percent for sub-project III and 114.5 percent for sub-project IV). Only two components—Village Forestry in sub-project I and Support to PSAN in sub-project II—were showing low rates of execution (17 and 13 percent respectively) due to difficulties in mobilizing funds for dunes fixation and village forestry activities, and to the slow start made on PSAN's works. The project allocated 66 percent of rations to the improvement of natural resources and production, 22 percent to rural training and 12 percent to rural infrastructures development. No criteria have been set in sub-project I for the selection of activities while requests submitted by the populations involved far exceed the project's capacity. According to the evaluation mission, the result has been an increase in the number of works to the detriment of their quality. Work norms are not always respected, which partly explains the 100 percent-plus achievement rates of some activities. However, whenever works are executed in partnership with other organization, technical quality improves.



42. Implementation of the Support to cereals banks component has been slow, as it depended on monetizing vegetable oil, which ran into problems. Again, poor monitoring and a scarce level of management training in village groups, compounded by supply problems and a low rate of credit repayment, contributed to the slow progress of this component.
43. The evaluation mission noted that food aid had a decisive effect on trainees' attendance and participation in training courses. As for rural infrastructures, its view was that the amount of work required sometimes did not justify resorting to food-for-work activities and that food aid should be used only when community construction schemes required at least two months' work and were undertaken by a representative number of villagers. The Secondary road maintenance component (agricultural tracks) allowed labourers from the Public Works Department's mobile services, who work in difficult conditions, to consume part of their rations on-site in exchange for a modest pay deduction.
44. Substantially, the mission's recommended improvements to the project included a simplification of the decision-making process (selection of operations), a re-definition of intervention areas and a greater concentration of activities there, together with the creation of a monitoring and evaluation system in which all direct participants were given clearly-defined responsibilities. A number of recommendations regarding management of the various components were also formulated. The mission further recommended that priority be given to regions with the worst water deficit (north and centre-north) and to areas where food security was precarious (Soum, Yatenga, Passoré, Boulkiemdé, Bam, Sanmatenga and Namatenga).
45. One of the weaknesses of the project lies in the dispersion of its activities over a wide area and in the over-ambitious range of the various works undertaken. Project execution was also burdened by top-heavy administration, over-centralized decision-making, budgetary constraints and the insufficient number of workers provided by the Government.
46. However, the project can be considered a success in terms of people's participation. Programmes are formulated and then jointly evaluated by the management structures and village communities involved. This participatory management approach allows beneficiaries to take part in project execution and to prepare themselves for the project follow-up phase. Owing to its great flexibility, the project has succeeded in making the populations concerned less vulnerable and in mitigating the effects of natural disasters. Accordingly, when the 1995/96 agricultural season ended in a major cereal deficit which required the mobilization of emergency food aid, the project's activities were strengthened in the provinces concerned.

Project Burkina Faso 4959—Supplementary feeding for vulnerable groups

47. This four-year project was approved in December 1995 at a total cost of 9.73 million dollars. It aims to support the Government's policy of universalizing primary health care through the incorporation of food aid as an essential component. The project is specifically aimed at:
 - a) contributing to the nutritional rehabilitation of seriously-malnourished children admitted to Nutritional Education and Rehabilitation Centres (CREN);
 - b) encouraging at-risk expectant and nursing mothers to visit specialized health structures regularly; and
 - c) contributing to the information, education and training efforts undertaken on behalf of women by the Ministry of Health.



48. The food basket and type of ration distributed was selected on the basis of local food preferences and of the energy and protein requirements of the different target groups. Iodized salt was included given the prevalence in the area of goitre, a disease which the country's health authorities are seeking to eradicate.
49. The project is targeting six of the country's 45 provinces, as well as a number of slum areas in the cities of Ouagadougou and Bobo-Dioulasso. The provinces selected (Passoré, Soum, Gourma, Sanmatenga, Bazèga and Bougouriba) are among the most vulnerable, with high malnutrition, micronutrient deficiency and poor health infrastructures.
50. The project effectively began in September 1996 and immediately ran into several obstacles. These included: problems faced by the decentralized health services in selecting the right beneficiaries; financial problems which complicated monitoring and evaluation; and shortage of executive and monitoring and evaluation (M&E) personnel. Under the plan of operations, 5,197 tons of food is to be distributed annually. However, given the abovementioned difficulties, which probably had to do with the fact that the project began recently, as did WFP's assistance to this sector, only 1,831 tons of food had been distributed by the end of the first year, equivalent to a 35 percent rate of utilization.

Project Burkina Faso 5702.00—“Assistance to Tuareg refugees in Burkina Faso”

51. Following persistent fighting between the Malian and Nigerian armies on the one hand and Tuareg populations on the other, thousands of refugees fled to four provinces in Burkina Faso (Oubritenga, Oudalan, Soum and Séno). As the conflict intensified from 1991 to 1994, their numbers grew from 6,000 to 20,000. In close collaboration with HCR, between 1992 and 1995 WFP supplied food aid to Tuareg refugees through three emergency operations (no. 5152 plus two expansions) at a total cost of 1.53 million dollars. On completion of the emergency operations, the Government asked WFP to continue its assistance for a further 12 months. As a result, a protracted intervention project on behalf 33,000 Tuareg refugees was approved at a cost of 2.67 million dollars for a 12-month period from 1 September 1995. Several nutritional surveys conducted by UNHCR showed that food aid resulted in a considerable reduction of the malnutrition rate among children in the refugee camps. A joint WFP/UNHCR evaluation mission in June 1995 also found that the nutritional and health status of the refugee populations had stabilized at a satisfactory level. After peace returned to the countries involved, WFP, following consultations with the Government and UNHCR, decided to cease generalized food distribution in the refugee camps from 30 June 1997 so as to encourage the refugees to return home. Under regional project Mali 5804 - “Food aid to Malian refugees and conflict victims”, which became operational on 1 July 1997, those refugees volunteering for repatriation receive a package equivalent to three months' rations. Following the adoption of the strategy, the majority of refugees applied for repatriation. The restoration of a climate of confidence in the countries concerned and the setting up of appropriate reception structures (well rehabilitation, temporary housing infrastructure and aid to resettlement, including food aid) also prompted a large numbers of refugees to volunteer for repatriation.

PERFORMANCE AND IMPACT OF WFP AID

52. Successive evaluations of the rural development projects have all concluded that food aid has contributed to the significant improvement of production capacity and living conditions



among rural communities in food-deficit zones. This has been achieved through the setting up of rice production works, through water and soil conservation, and through the construction of housing, community centres, warehouses, dispensaries, maternity centres and rural tracks. Food aid is mainly targeted at rural populations living in difficult and precarious conditions. In most cases, the quality of the works and the level of participation of the communities concerned should guarantee their durability. Involvement in evaluation and participative programming have also strengthened the self-management capabilities of the village communities concerned.

53. As regards the vulnerable groups complementary feeding programme, given the short time since its commencement and the government's limited execution capabilities, it seems premature to assess its impact on malnutrition at this stage or to draw any conclusions about how long such assistance should last.

Impact of assistance on women

54. Women are the direct beneficiaries of the vulnerable groups complementary feeding programme, with their level of participation estimated at 60 percent. The data-gathering systems used so far have not made it possible for the input to be completely broken down by gender. In the framework of the rural development project, surveys undertaken in 14 provinces in 1996 put women's average participation in activities at around 25 percent. But it is much higher (51 percent) in training activities. On the whole, low rates of participation can be attributed to the fact that the project does not include any of the activities traditionally undertaken by women. The rural development project's evaluation mission found that activities benefited women as much as men.

Cost-effectiveness

55. The alpha value of the commodities (the ratio between the value of a food product to beneficiaries and the sum of its purchase and transportation costs to WFP) oscillates between 1.9 for sugar, 1.6 for canned fish, 1.4 for vegetable oil, 1.3 for rice, 0.9 for beans and 1 for millet/sorghum. These indicators show that the food products shipped to Burkina Faso by WFP retain a comparative price advantage despite the country's territorial isolation. Local products (millet/sorghum and beans) are purchased by WFP after the harvest when prices are lowest, and are subsequently distributed throughout the year.

Monetization

56. Project Burkina Faso 3326.01 provided for the monetization of 5,739 tons of vegetable oil in order to finance: a) internal transport, storage and handling (ITSH) subsidy costs (79.63 percent); b) the purchase of stocks for the cereal banks (20.13 percent); and c) M&E (0.24 percent). After lengthy and difficult negotiations with the Government, 2,600 tons was monetized at an alpha value (ratio between generated funds and the cost of the vegetable oil) of 0.8 for the first operation, when 1,000 tons was sold, and of 0.7 for the second, when the remaining 1,600 tons was disposed of. Generated funds were deposited into a fixed-term account bearing 3.5 percent interest and basically went on paying the Government's ITSH subsidy. The government is insisting on payment of all taxes and dues on future monetization operations. It is clear that under such conditions monetization ceases to be of any great interest.



M&E, and reporting

57. On the whole, the system set up to monitor the rural development project produces satisfactory data on the number of days worked, the number of rations distributed and the amount of works completed, although in some cases the relevant information arrives incomplete or late. Shortcomings have also emerged as regards the repartition of beneficiaries by gender. The M&E system, however, fails to provide a clear picture of the project's effect on beneficiaries given the geographical spread of the intervention areas and the wide range of activities involved.
58. The vulnerable group supplementary feeding project was to use a pre-existing system run by the public health structures and to collect specific data regarding food aid. But given the budgetary constraints on the government, the system has so far failed to produce any results. The project's technical directorate at national level consists of just one part-time civil servant and is without an operational budget. This goes to explain the project's comparatively low level of utilization (35 percent) since supplies are delivered only after regular reports have been filed concerning commodities utilization.

FUTURE ORIENTATION OF WFP ASSISTANCE

59. WFP's present areas of intervention in Burkina Faso are fully integrated with the country's development priorities and strategies. Future activities will focus on the poorest rural areas where living conditions are most precarious (central-south, southeast, central-north and north). Food aid will improve the food supply situation in areas with difficult access to markets. The activities correspond to four of the five development priorities and strategies defined by the Government in its Letter of Political Intent on Sustainable Human Development, and subsequently confirmed by the CSN. WFP's future programme will be fully integrated with the government's and with the plans of other organizations in the United Nations system.

Target groups and key areas for assistance

60. In conformity with the recommendations of the WFP mission, target groups will essentially consist of the poor and very poor, of vulnerable groups and of populations facing food insecurity. WFP's development projects, which focus on the most vulnerable and ecologically precarious areas, could contribute to reducing the vulnerability of the populations concerned and facilitate the distribution of aid to victims in the event of drought. Three key sectors have been identified for WFP assistance—rural development, health and basic education.
- a) **Rural development:** successive evaluations having confirmed that food aid represents an important support to rural development activities, assistance will focus on three areas: agricultural development, training and the improvement of rural infrastructures. Target groups of this project will be members of village groups in the provinces selected, who will participate in the works and training courses on a voluntary basis, as well as public works labourers employed on road construction. Activities will bear essentially on the protection/rehabilitation/improvement of natural resources and the improvement of village food security, of agricultural techniques, of road and track communications and of villages' socio-economic infrastructures. The next phase will serve to re-examine priority activities and to concentrate interventions along geographical lines. The project will intervene only in areas with the severest



water deficits (North and Centre-north), and those characterized by a high level of food insecurity and poverty (Centre-south, Southeast, Centre-north and North); some 25 of the country's 45 provinces meet the above-mentioned criteria (see annexed map). A unit responsible for vulnerability analysis and mapping has been set up in the WFP bureau and will be responsible for collecting and analyzing data with a view to improving targeting.

- b) **Health:** the vulnerable group supplementary feeding programme will be mainly targeted to malnourished children and expectant nursing mothers in areas with frequent or chronic food deficits. Project activities during the next phase will concentrate exclusively on the provinces covered by two United Nations joint programmes, "Primary Health Care" and "Access to Basic Education". The availability of services offered by other partners (national and international NGOs, local organizations etc.), closer collaboration with other United Nations organizations participating in the joint programmes, plus institutional support from the Ministry of Health's should help overcome problems previously faced in project execution.
 - c) **Basic education:** during the next phase a school feeding project will be formulated and executed in conformity with the government's priorities on basic education. In order to develop useful synergies and to optimize resources, the school feeding programme should represent the food-aid component of the United Nations' "Access to Basic Education" joint programme. It will be targeted on primary school children attending newly-built schools in 11 of the country's poorest provinces, where school enrolment is lowest—Gnagna, Gourma, Komandjari, Kompienga, Namentenga, Oudalan, Sanmatenga, Séno, Soum, Tappa and Yagha. Priority will be given to girls. Aside from school meals, they will be provided with dry rations to take home. Implementation of the project will take account of the school feeding project financed by USAID (Food for Peace) for the 1997–2001 period and executed by CRS-Cathwel so as to avoid covering the same schools. It should be noted that only 45.7 percent of the schools (i.e., 1,630 out of 3,568) have canteens or benefit from USAID and Norwegian Government support.
61. **Fulfilment of WFP's commitments to women:** as conceived, the vulnerable group supplementary feeding programme is significantly women-oriented. The new school feeding programme, to be formulated in the near future, will target girls on a priority basis. Dry rations intended mainly for their parents will be provided so they are encouraged to attend school. Mothers' associations will be involved and made aware through various activities of the benefits of sending girls to school.
62. Under the rural development project, requests for support from women's associations and groups will be treated on a priority basis. The women's training and literacy component will be reinforced. A socio-economic survey will be conducted to identify their needs more closely while a gender-sensitive statistical data-gathering system will be set up to determine the level of women's participation and the benefits they derive from the project.

Cooperation with other United Nations organizations

63. WFP intervention over the period 1999–2003 will be harmonized with the activities of other organizations within the United Nations system and take account of the government's priorities as expressed in its Letter of Intent on durable human development. Initial conclusions of the 1997 Report on Human Development in Burkina Faso and the Country Strategy Note will also be taken into account in planning WFP's future activities.



64. Consultations with the government and other United Nations organizations have also made it possible to identify potential avenues for joint programming. The future programme could thus benefit from advantages (technical and financial assistance, equipment) provided by programmes run by bilateral and multilateral donors and NGOs (see annexed table). During the next phase, WFP will reinforce its partnership with other organizations in the United Nations system, as well as with bilateral donors and NGOs in order to improve the execution of its development projects.
65. The “Primary Health Care” programme, implemented on a joint basis by UNDP, UNFPA, UNICEF, WHO and WFP, has been formulated and operational modalities are currently being defined.
66. Another joint programme (UNICEF, UNFPA, WFP, UNESCO, UNDP) aimed at providing support to basic education in Burkina Faso has also been formulated and will cover the 1998-2002 period. The new school feeding programme will represent an essential component of the joint programme.
67. UNDP, UNEF, UNSO and FAO will collaborate with WFP in executing the rural development project. Several donors such as Italy, France, the African Development Bank and the European Development Fund are to be key partners. The rural development project, being a multi-sector project supported by several donors, represents an important stepping stone towards a programme approach.

Modalities of WFP assistance

68. The projects’ mode of execution will be altered during the next phase in order to improve the monitoring of its effects on beneficiaries. In this connection, WFP will improve its project management capabilities and will draw on the services provided by other partners (national and international NGOs, local communities, etc.). In addition, the decentralization of the Permanent Secretariat for WFP aid (SPAP) and the recruitment of United Nations volunteers to supervise several regions will improve monitoring and evaluation of the projects’ impact.
69. The Permanent Secretariat for WFP aid will be responsible for reception, transportation and distribution of the commodities. In the next phase, WFP will continue to support the Agricultural Sector Adjustment Programme (PASA) through local purchases of cereals and beans in conformity with the Food Aid Charter adopted by member countries of CILSS. Purchases will take place when the commodities come onto the market at a suitable price. But given the difficulties arising from monetization, no products will be sold to generate funds.

Resource requirements

70. The resources to be allocated to Burkina Faso will depend on the overall level of WFP resources. However, in view of the development programme foreseen, WFP aid should reach an average of 6,600 tons a year of food commodities (3.8 million dollars) throughout the duration of the Country Programme.
71. With a concentration of development activities in vulnerable and ecologically precarious areas, this budgetary allocation should allow the following:
- a) the development of new activities (school canteens) in response to the country’s growing needs in the basic education sector (especially girls’ education); and



- b) the modification of implementation modalities of projects by requesting the services of other operational partners (national and international NGOs) in order to estimate accurately the impact of projects on beneficiaries (quality monitoring).
72. Given the scarce resources earmarked for development, in order to meet the planned 6,600-ton per year requirement, the future Country Programme will favour the consumption of less expensive commodities such as cereals and beans, instead of concentrating on canned meat and fish.

PROBLEMS AND RISKS

73. **Budgetary constraints:** In spite of efforts made by the government over the past few years to improve the country's finances, national revenue is still too low and the budget deficit still too high. If the trend continues, the future programme is liable to suffer from Government's limited capacity to fulfil its obligations. It is in fact highly likely that, given budgetary restrictions, the government will be unable to honour all its obligations under the programme. However, it is to be hoped that the implementation of joint programmes with other organizations in the United Nations system and WFP's ITSH subsidies will enable financial difficulties to be overcome. Moreover, WFP proposes modifying the project's mode of execution by improving its own management capability and drawing on the services provided by other operational partners.
74. **Drought:** Although the Government has set up a structure to manage a national security stock, another long period of drought or another major natural disaster would translate into an increased number of emergency operations to the detriment of the development activities planned.



ANNEX I



ANNEX II



ANNEX III



ANNEX IV



SOCIO-ECONOMIC INDICATORS FOR BURKINA FASO

N°	Indicators	Year	Figures	Source
1	Population	1996	10.31 million inhabitants	National Survey December 1996
2	Population growth	1991-1996	2.8 percent	(idem)
3	GDP/inhabitant	1996	300 dollars	State of the economy and trends, December 1996
4	GDP volume growth	1996	5.7 percent	(idem)
5	GDP variation	1993-1996	4.1 percent	(idem)
6	GDP/inhabitant variation	1993-1996	1.3 percent	(idem)
7	Absolute poverty national threshold	1995	41 099 CFAF per adult per year	Poverty profile, February 1996
8	Population below poverty threshold	1996	44.5 percent	(idem)
9	Extreme poverty threshold	1995	35 346 CFAF per adult per year	(idem)
10	Population below extreme poverty threshold		27.8 percent	(idem)
11	Gross birth rate	1995	42.2 per 1 000	Ministry of Health, 1997
12	Gross mortality rate	1995	16.4 per 1 000	(idem)
13	Infant mortality rate	1994	93.7 per 1 000	(idem)
14	Life expectancy at birth	1995	52.2 years	(idem)
15	Gross enrolment rate in primary education	1995-1996	37.7 percent	Ministry of basic education and literacy, 1997
16	Gross enrolment rate in secondary education	1995-1996	9.7 percent	Ministry of higher and secondary education and scientific research
17	Gross enrolment rate in higher education	1995-1996	0.86 percent	(idem)
18	Adult literacy rate	1994	22.2 percent	National statistics an demography institute
19	Access to unpolluted water	1994	Urban areas 97.8 percent Rural areas 84.9 percent Total 85.8 percent	Ministry of Environment and Water Resources, 1997
20	Access to sanitation	1994	Urban areas 88.8 percent Rural areas 14 percent Total 27.9 percent	INSD-DSA, demographic and health survey, 1994

FOOD AID TRENDS OVER 10 YEARS IN TONS AND BY CATEGORY

YEAR OCT/NOV	1985/86	1986/87	1987/88	1988/89	1989/90	1990/91	1991/92	1992/93	1993/94	1994/95
Emergency	9 424	782	17 464	274	0	9 680	422	883	0	2 136
Project	45 319	33 122	28 903	30 841	37 537	56 063	47 729	35 976	30 698	42 333
Programme	29 191	4 523	8 158	5 876	1 636	23 600	8 300	2 166	2 110	2 291
TOTAL	83 934	38 427	54 525	36 991	39 173	89 343	56 451	39 025	32 808	46 760

Source: Interfais, The Food Aid Monitor. November 1995

PROGRAMME RESOURCES REQUIREMENTS 1999–2003

Project	Estimated resources (in tons)	Estimated resources (in dollars)	Total number of beneficiaries	Share of resources targeted to women by the end of the programme
Rural development	13 064	8 000 000	432 355	2 400 000 (30 percent)
Health	9 098	5 000 000	57 335	3 250 000 (65 percent)
Basic education	10 907	6 000 000	140 356	2 100 000 (35 percent)
TOTAL	33 069	19 000 000	630 046	7 750 000 (41 percent)

JOINT PROGRAMMING

Intervention sectors	United Nations organizations	Bretton Woods Institutions	Bilateral donors	International and local NGOs
Rural development	UNDP, UNEF, UNSO, FAO, ILO, WFP	World Bank	<ul style="list-style-type: none"> - European Union - Italy - USAID 	<ul style="list-style-type: none"> - Fédération nationale des organisations paysannes - Fédération des unions des groupements NAAM - Comité régional des producteurs du Sahel - UCOBAM - World Relief
Health	WHO, UNDP, UNICEF, UNFPA, UNESCO, FAO, WFP	World Bank	<ul style="list-style-type: none"> - European Union - France - Italy - Netherlands - Denmark - Belgium - GTZ/Public health 	<ul style="list-style-type: none"> - Médecins sans frontières/Luxembourg - Pharmaciens sans frontières - SCPB (SRK) - SCF/UK (Netherlands)
Basic Education	UNESCO, UNICEF, UNFPA, UNDP, WFP, FAO	World Bank	<ul style="list-style-type: none"> - European Union - France - Belgium - Austria - Switzerland - Canada - Netherlands - Japan - Norway 	<ul style="list-style-type: none"> - CRS/Cathwel - CARITAS - Africare - Delwende - German voluntary service - SOS-Sahel

