

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
Annual Session**

Rome, 3–6 June 2014

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9

For approval



Distribution: GENERAL
WFP/EB.A/2014/9-C/1*

(English only)
23 May 2014

ORIGINAL: ENGLISH

* Reissued for technical reasons

PROTRACTED RELIEF AND RECOVERY OPERATIONS— BURUNDI 200655

Assistance for Refugees and Vulnerable Food-Insecure Populations

Number of beneficiaries	848,000
Duration of project	2 years (July 2014–June 2016)
Gender marker code*	2A
WFP food tonnage	36,971 mt
Cost (United States dollars)	
Food and related costs	36,320,416
Cash/vouchers and related costs	15,482,024
Capacity development and augmentation	802,500
Total cost to WFP	69,753,057

*<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

This document is printed in a limited number of copies. Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

Regional Director, OMN*: Ms V. Guarnieri Email: valerie.guarnieri@wfp.org

Country Director: Mr B. Djossa Email: bienvenu.djossa@wfp.org

Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

* Nairobi Regional Bureau (Eastern and Central Africa)

EXECUTIVE SUMMARY

After more than a decade of conflict, Burundi faces food security and nutrition challenges. The 2013 Global Hunger Index reports that the country has the highest levels of hunger in sub-Saharan and East Africa. Up to 95 percent of the population lives on less than USD 2 per day, particularly in rural areas.

The August 2013 Integrated Food Security Phase Classification estimated that 1.4 million people were in the crisis and emergency categories – about 16 percent of the total population. Undernutrition is a major concern. Stunting prevalence averages 58 percent, and is even higher in many provinces. Acute malnutrition rates reach and exceed 10 percent in areas with high concentrations of returnees and expelled migrants.

The regional security and political situation is volatile. Burundi hosts about 30,000 Congolese refugees and a further influx is foreseen in 2015 as the Government of the Democratic Republic of the Congo continues to re-establish state authority, disband armed groups and prepare for 2016 general elections. Repatriation of these refugees is unlikely over the next two years because of continuing insecurity in the Democratic Republic of the Congo.

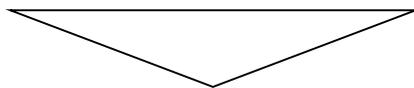
This protracted relief and recovery operation seeks to address food insecurity and nutrition challenges among food-insecure, vulnerable groups in Burundi, including Congolese refugees in camps, Burundian migrants expelled from the United Republic of Tanzania, vulnerable people in social institutions, and food-insecure households in communities with high concentrations of returnees and expelled migrants and close to refugee camps. The operation complements other interventions including WFP country programme 200119 and Catholic Relief Service's nutrition programme.

WFP assistance to refugees and food assistance-for-assets activities will combine in-kind food distributions with voucher/cash transfers, in line with evaluation recommendations and beneficiary preferences.

The operation is aligned with Burundi's Poverty Reduction Strategy Paper 2012–2016, the United Nations Development Assistance Framework (2012–2016), the Government's Vision 2025, the National Agricultural Investment Plan (2012–2017) and other strategic documents.

As a hand-over strategy, in collaboration with other United Nations agencies and donors, WFP plans to: i) scale up capacity development for line ministries at the national and provincial levels; ii) assist the Government in formulating a community-based, integrated early warning system; iii) organize simulation exercises on rapid-onset emergencies; and iv) reinforce the national institutional framework for crisis and disaster prevention and mitigation.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Burundi 200655 “Assistance for Refugees and Vulnerable Food-Insecure Populations” (WFP/EB.A/2014/9-C/1*).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

SITUATION ANALYSIS

Context

1. Burundi is a least-developed, low-income country, crippled by more than a decade of socio-political conflict and war. The security and political situation is stable, but unpredictable, with general elections planned in Burundi in 2015 and the neighbouring Democratic Republic of the Congo (DRC) in 2016.
2. With more than 9 million people, Burundi has the third highest population density in Africa, leading to competition and disputes over scarce natural resources. The poorest and most vulnerable populations, who are mainly women, generally depend on marginal lands and lack the capacity to cope with severe shocks such as droughts, epidemics, plant diseases and floods, which often claim lives and undermine livelihoods.
3. The 2013 Human Development Report of the United Nations Development Programme (UNDP) ranks Burundi 178th of 187 countries; up to 95 percent of the population lives on less than USD 2 per day, particularly in rural areas.
4. Burundi's yearly food deficit averages about 500,000 mt in cereal equivalent, after commercial imports and food assistance.¹ In years of good harvests, the country produces only 60 percent of its food needs, and reliance on imports renders it particularly vulnerable to economic shocks and fluctuating agricultural prices.
5. The regional security and political situation is volatile. Burundi hosts 30,000 Congolese refugees in four camps.² In the best-case scenario, 10,000 more refugees are expected in 2014,³ with a further influx projected for 2015 as DRC prepares for general elections. Insecurity in Kivu Province (DRC) makes repatriation of these refugees unlikely over the next two years.
6. Rutana, Ruyigi and Makamba provinces host most of the Burundians repatriated from Mtabila camp in the United Republic of Tanzania in 2011 and 2012. A further 37,000 illegal migrants – 50 percent women and 55 percent under 17 years of age – were expelled in August 2013 and had entered Burundi by December 2013.⁴ These expellees arrived with no resources; most settled in provinces already hosting large numbers of returnees, with the food security situation at crisis levels and high global acute malnutrition (GAM) levels.⁵ UNHCR expects an additional 12,000 illegal migrants to return by the end of 2014.²
7. The protracted civil war drastically increased the numbers of orphans, street children and extremely poor people, destroying social and community assets and infrastructure. Although a national commission for social protection was established in 2012, the Government's safety net programme remains elusive.

¹ Ministry of Agriculture and Livestock, FAO, WFP *et al.* Crop and Food Supply Assessment Missions 2012A and 2012B.

² The Office of the United Nations High Commissioner for Refugees (UNHCR) Burundi refugee statistics as of 30 November 2013.

³ UNHCR December 2012 contingency plan.

⁴ International Organization for Migration (IOM) statistics on Burundian expellees from the United Republic of Tanzania, 15 December 2013.

⁵ Ministry of Agriculture and Livestock, WFP, FAO and UNICEF. *Crop and Food Supply Assessment Mission Report*, June 2013; and *Integrated Food Security Phase Classification (IPC) Report*, August 2013.

The Food Security and Nutrition Situation

8. The Burundian economy is based on agriculture, and subsistence farming engages 81 percent of the active population. The agriculture sector is hindered by lack of investment and water resources management, soil infertility, weak extension services, high prevalence of plant diseases, variable and unpredictable rainfall and floods, and limited access to land, especially for women and the rural poor. About 32 percent of households have less than 0.25 ha of land, and 51 percent have about 0.5 ha.⁶ Households headed by women are twice as likely to have less than 0.25 ha of land⁷ than men-headed households are.
9. Burundi ranks lowest of 78 countries in the 2013 Global Hunger Index⁸ and is one of three countries in the “extremely alarming” category. Increased hunger since 1990 is attributed to prolonged conflict and political instability. The 2013 *State of Food Insecurity in the World* report considers Burundi to be in protracted crisis.⁹
10. Undernutrition is a major concern. Stunting prevalence averages 58 percent,¹⁰ and exceeds 60 percent in many provinces; 27 percent of the population is severely stunted, with height for age < 80 percent. Food insecurity, poor dietary habits and limited access to health care and sanitation are the main determinants.¹¹ Childcare is mainly the mother’s responsibility, which affects women’s levels of education.¹²
11. Acute malnutrition rates are about 10 percent in Rutana and Ruyigi provinces, along the Tanzanian border, where returnees and expelled migrants are concentrated.
12. The August 2013 Integrated Food Security Phase Classification (IPC) estimated that 1.4 million people were in the “crisis” and “emergency” categories¹¹ – about 16 percent of the total population¹² – with higher proportions in northern and central provinces. Food-insecure households are generally asset-poor, with limited access to land and income, no livestock, and few water and sanitation facilities. They rarely cultivate coffee, the main cash crop, and produce fewer crop varieties than other households do.⁵
13. In October 2013, an estimated 49 percent of households had poor or borderline food consumption scores,¹³ mainly in areas with high stunting rates and high proportions of returnees and expelled migrants.
14. The highest proportions of food-insecure people are in the livelihood zones⁵ of Congo Nile Crest, Eastern Depression, Northern Depression, Plateaux Humides and South Imbo Lowland. Northern and Eastern Depression face recurrent droughts, plant diseases – banana xanthomonas wilt and the cassava mosaic – and massive returns of Burundians expelled from the United Republic of Tanzania. In the South Imbo Lowland, food insecurity results mainly from limited access to land and work opportunities. The Congo Nile Crest is severely affected by erosion caused by heavy rains and drought. Food insecurity in the Wet Highlands results mainly from high population density, limited access to land and work opportunities, and high food prices.

⁶ Ministry of Agriculture and Livestock. *Enquête Nationale Agricole du Burundi 2011–2012*.

⁷ WFP and Ministry of Agriculture and Livestock. *Food Security Monitoring System (FSMS) Bulletin*, May 2013.

⁸ International Food Policy Research Institute, WeltHungerHilfe and Concern Worldwide 2013. Global Hunger Index.

⁹ FAO, WFP and IFAD. *State of Food Insecurity in the World, 2013*, pp. 26 and 42. Rome.

¹⁰ Burundi Demographic and Health Survey, 2010. Stunting is addressed through country programme (CP) 200119.

¹¹ IPC classifies the severity of a food security situation as “minimal” (category 1), “stressed” (category 2), crisis (category 3), emergency (category 4), and famine (category 5).

¹² Ministry of Agriculture and Livestock, FAO, WFP and UNICEF. *Rapport sur l’insécurité alimentaire aiguë au Burundi*, August 2013.

¹³ WFP and Ministry of Agriculture and Livestock. *Food Security Monitoring System (FSMS) Bulletin*, October 2013.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

15. Burundi's Vision 2025 is for a peaceful country economically integrated into the East African Community. In 2011, the Government adopted a second-generation Poverty Reduction Strategy Paper (PRSP, 2012–2016). Sectoral strategic documents include the National Agricultural Investment Plan (2012–2017) and the multi-sectoral strategic plan to fight malnutrition.
16. The Government's 2011 high-level national forum on food security and nutrition created a roadmap for nutrition interventions such as food fortification. Burundi is a member of the Scaling Up Nutrition movement and has adopted the Renewed Efforts Against Child Hunger initiative.

Policies, Capacities and Actions of Other Major Actors

17. Within the framework of the multi-sectoral strategic plan to fight malnutrition, and joint food security and nutrition programmes, WFP, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children's Fund (UNICEF), the World Health Organization (WHO) and the International Fund for Agricultural Development (IFAD) support the Government's efforts to improve food security and nutrition.
18. Burundi adopted a national social protection policy in 2012 and a related strategy and action plan in 2013.
19. The National Office for the Protection of Refugees and Stateless Persons coordinates assistance to refugees, with UNHCR support. The Minister of National Solidarity coordinates assistance to returnees and expelled migrants, with support from the International Organization for Migration (IOM), WFP and the Burundi Red Cross. United Nations agencies provide a return and reintegration package of food, non-food items and protection assistance.

Coordination

20. A national platform in the First Vice-President's Cabinet and its provincial units coordinate contingency planning and disaster preparedness and response with all humanitarian actors in Burundi. Safety nets are coordinated by the Ministry of National Solidarity; the nutrition sector by the Ministry of Health, through the *Programme National Intégré d'Alimentation et de Nutrition* (National Integrated Food and Nutrition Programme); the education sector by the Ministry of Education; and resilience and rural development by the Ministry of Agriculture and Livestock.
21. The United Nations Development Assistance Framework (2012–2016) coordinates the joint plan for returns and reintegration; the joint response plan for expelled migrants, which is partially funded by the Central Emergency Response Fund; and costing of the multi-sectoral strategic plan to fight malnutrition.

OBJECTIVES OF WFP ASSISTANCE

22. This protracted relief and recovery operation (PRRO) aims to meet the life-saving needs of refugees, expelled migrants and returnees, and to help rebuild and establish the livelihoods of expelled migrants and returnees, facilitating their integration into host communities. It will also assist communities facing food crisis and/or sudden shocks.
23. Refugees, returnees and expelled migrants will be identified from IOM and UNHCR registries, and food-insecure communities in crisis from the latest food security assessments.¹⁴
24. In line with the WFP Strategic Plan (2014–2017), the PRRO aims to:
 - save lives and protect livelihoods in emergencies (Strategic Objective 1, goals 1 and 3); and
 - support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies (Strategic Objective 2, goals 1 and 2).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

25. WFP has been in Burundi since 1968. During the 1993 conflict, WFP food assistance was delivered mainly to internally displaced persons. Regional operations in 1995–2006 assisted Rwandan refugees and conflict-affected populations in the Great Lakes region, following intensified conflict and the genocide in Rwanda. Three country-specific PRROs were implemented from 2007 to mid-2014, and a country programme (CP) for 2011–2014 has been extended until 2016.¹⁵
26. The geographic coverage and objectives of the current CP¹⁶ and PRRO¹⁷ are clearly demarcated. The CP focuses on chronically food-insecure areas with poor education indicators, providing blanket supplementary feeding to prevent stunting in provinces where prevalence exceeds 60 percent. Most food assistance-for-assets (FFA) and school feeding activities under the PRRO are in areas with high concentrations of returnees and expelled migrants, and support social reintegration and cohesion; targeted supplementary feeding (TSF) is provided in provinces where GAM rates reach or exceed 10 percent.
27. An external mid-term review of the current CP and PRRO in April–May 2013 concluded that general food distribution (GFD) in refugee camps maintained moderate acute malnutrition among children aged 6–59 months within “acceptable” levels.¹⁸ The 91-percent recovery rate of the WFP-supported nutrition programme far exceeded the Sphere standard of 75 percent. Results from FFA activities included the creation and rehabilitation of productive assets, improved land and water management and enhanced social cohesion among host communities, refugees, returnees and expelled migrants.

¹⁴ Emergency needs assessments, Food Security Monitoring System, comprehensive food security and vulnerability analyses and IPC.

¹⁵ WFP plans to assist 544,000 through CP 200119.

¹⁶ WFP Burundi. *Revue à mi-parcours du programme de pays Burundi 200119 (2011–2014)*.

¹⁷ PRRO 200164 “Assistance to Refugees, Returnees and Vulnerable Food-Insecure Populations” (2011–June 2014, including five budget revisions).

¹⁸ UNHCR nutritional survey, October–November 2013.

28. The evaluation's recommendations include:
- enhancing government capacities to formulate and manage food security and nutrition programmes; and improving early warning and food security monitoring systems;
 - increasing the FFA food ration from 1,068 to 2,100 kcal/day/person;
 - scaling up market-based interventions for food-insecure households involved in FFA activities;
 - focusing supplementary feeding on provinces where the moderate acute malnutrition rate reaches or exceeds 10 percent;¹⁹ and
 - introducing more appropriate foods to treat acute malnutrition.
29. An external mid-term review of voucher transfers in refugee camps, commissioned by WFP and UNHCR,²⁰ concluded that – compared with in-kind food distributions – the voucher and closed fair²¹ modality resulted in an equivalent, or slightly higher, food consumption score and fewer negative coping strategies, reducing the exchange of rations for other items and making household rations last longer. The modality also has lower delivery costs.
30. The evaluation found protection benefits such as enhanced dignity and household and social harmony, and increased economic interactions between host communities – local traders – and refugee households. Refugees and other stakeholders reported a preference for maintaining and improving voucher-based assistance, rather than returning to food distributions.

Strategy Outline

⇒ *Relief component*

31. *Food assistance for Congolese refugees in camps and transit centres.* Refugees will receive a 2,100-kcal daily ration through combined food and voucher transfers. A feasibility study on adding fresh and other foods to the food basket will be carried out in 2014. Depending on refugees' food self-sufficiency, and the findings and recommendations of joint assessment missions, a gradual reduction of food rations may be considered in 2016.
32. *Targeted supplementary feeding.* TSF will be implemented in Rutana and Ruyigi provinces, where GAM rates are 11.8 and 9.3 percent respectively. Animal protein for recovery from malnutrition and treatment of moderate acute malnutrition will be introduced through PlumpySup. Pregnant and lactating women (PLW) will receive SuperCereal, vegetable oil and sugar. Households enrolled in TSF will receive a protection ration to improve attendance at health centres and reduce sharing of the supplementary food.
33. Nutritional rehabilitation will follow the national protocol for managing acute malnutrition. WFP and UNICEF extend coverage beyond the centralized health system, providing services through mobile clinics and community-based feeding activities. A communication strategy for comprehensive behaviour change will take into account gender

¹⁹ Rutana and Ruyigi.

²⁰ WFP-UNHCR Joint Operational Evaluation of the Combined Voucher and In-Kind Food Assistance Programme for Camp-Based Refugees in Burundi, Sept 2013. Data collected in June 2013.

²¹ Closed voucher fairs are held in refugee camps. Local traders contracted by WFP display their products, and buyers – registered refugees – use vouchers to purchase the food they need, only from approved traders and only during the fairs, which generally last one week.

roles in nutrition. Both men and women will be targeted for outreach activities, counselling and nutrition sensitization.

34. *Targeted food distributions to vulnerable food-insecure households.* This activity will be implemented in response to sudden shocks and where the food supply or access to markets is severely impeded. Based on food security assessments and community-based household targeting, 20,000 beneficiaries will receive food assistance in 2014, 40,000 in 2015, and 20,000 in 2016, supported by partners. Cereals, pulses, vegetable oil and salt will be provided for up to 60 days.
35. *Food assistance for expelled migrants.* The 12,000 migrants expelled from the United Republic of Tanzania, and about 10,000 from other countries²² will receive GFD for six months in 2014, as part of a reintegration package agreed with the Government and other humanitarian actors. The ration will consist of cereals, pulses, vegetable oil and salt. Expelled migrants requiring assistance in 2015 and 2016 will receive it through FFA, school feeding, TSF and other activities.

⇒ *Recovery component*

36. *Food assistance for assets.* FFA will target vulnerable, agriculture-based and food-insecure populations in provinces hosting refugees²³ and with high concentrations of returnees and expelled migrants.²⁴ Activities will focus on rehabilitating productive infrastructure, access roads, storage facilities and other assets. As expelled migrants and local populations often collaborate, these activities will also facilitate returnees' reintegration and peace consolidation. Approximately 30 percent of FFA participants each year will receive vouchers.
37. Food will be provided during the lean season, while food-insecure households with limited access to markets will receive vouchers after harvests. The decision to distribute vouchers instead of food will be based on market analysis and the availability of cash contributions.
38. FAO, IFAD and non-governmental organizations (NGOs) provide complementary inputs for WFP's FFA for recovery activities.
39. WFP works with the Ministry of Decentralization and Community Development to ensure that projects respond to the priority needs of communities and that women's specific needs are articulated in community development plans.
40. *Institutional feeding.* The second-generation PRSP calls for social protection to prevent deterioration of the precarious situation. The working group on social protection at the 2013 October Donors' Roundtable recommended that stakeholders provide coordinated support to implementation of the national social protection policy. While new initiatives for social safety nets are developed, WFP's institutional feeding will support 3,000 beneficiaries until 2016, when the hand-over strategy will be fully functional, allowing WFP's smooth exit.
41. *School feeding programme.* In line with the Government's reintegration strategy and within the national social protection framework, school feeding will support access to education for schoolchildren in the four provinces with the highest concentrations of

²² UNHCR estimates that 10,000 Burundians could return from Uganda and DRC in 2014.

²³ Cankuzo, Muyinga, Ngozi and Ruyigi.

²⁴ Makamba, Muyinga, Rutana and Ruyigi.

returnees and expelled migrants.²⁵ The programme will safeguard child nutrition, allow returnee and expelled migrant households to return to normal, reduce the risk of children being withdrawn from school, and provide a safety net to households with school-age children. WFP will provide daily hot meals of cereals, pulses, vegetable oil and salt to 110,000 primary school children in 2014, 115,000 in 2015, and 120,000 in 2016. Locally procured food will include pulses and locally fortified corn flour. WFP will seek to introduce fresh food, incorporating lessons from the home-grown school feeding activity it is piloting with the Government in three northern provinces, under the CP. However, the PRRO targets provinces where land is scarce and the population is highly mobile. WFP's regional bureau and Policy, Programme and Innovation Division will help to identify opportunities for improving dietary diversity among schoolchildren.

42. WFP and the Government will develop a strategy for transferring school feeding activities to the CP when the PRRO finishes in 2016. As part of this transition, WFP will explore the piloting of a home-grown school feeding programme using locally produced pulses and fortified flour in the four PRRO provinces, and is discussing expansion of school garden initiatives with the Government and FAO.

Hand-Over Strategy

43. In line with the country strategy, WFP will scale up capacity development of line ministries at the national and provincial levels. Ministry of Health staff will receive regular training on applying the national protocol for addressing malnutrition, to improve services at health centres and in communities.
44. As leader of the United Nations humanitarian group in Burundi, WFP will collaborate with other United Nations agencies and donors on developing national capacity to implement the platform for crisis and disaster prevention and the mitigation strategy, supporting the creation of a functioning, community-based and integrated early warning system, and organizing simulation exercises.

BENEFICIARIES AND TARGETING

45. Geographic and beneficiary targeting will be based on data from IOM, UNHCR and the latest IPC and Food Security Monitoring System reports. A comprehensive food security and vulnerability analysis and a joint assessment mission will inform targeting criteria for the second half of 2014 and 2015. Targeting at the commune and village levels will be refined through community-based and participatory approaches.

²⁵ Bururi, Makamba, Rutana and Ruyigi. CP 200119 targets food-insecure areas and those where education statistics are below the national average: the northern and western provinces of Kirundo, Ngozi, Muyinga, Cibitoke, Bubanza and Bujumbura Rural).

TABLE 1: BENEFICIARIES BY ACTIVITY

Activity	2014 (July–December)			2015 (January–December)			2016 (January–June)		
	Men/boys	Women/girls	Total	Men/boys	Women/girls	Total	Men/boys	Women/girls	Total
Seasonal targeted food distributions to vulnerable populations	10 000	10 000	20 000	20 000	20 000	40 000	10 000	10 000	20 000
Assistance to refugees in camps: combined food and vouchers	19 200	20 800	40 000	19 200	20 800	40 000	19 200	20 800	40 000
Support to expelled migrants	11 000	11 000	22 000	-	-	-	-	-	-
TSF: PLW	-	6 300	6 300	-	11 000	11 000	-	5 000	5 000
TSF: children <5 years	5 904	6 096	12 000	9 840	10 160	20 000	4 428	4 572	9 000
TSF: protection ration	17 220	17 780	35 000	30 012	30 988	61 000	13 284	13 716	27 000
Institutional feeding	1 476	1 524	3 000	1 476	1 524	3 000	1 476	1 524	3 000
School feeding	55 880	54 120	110 000	58 420	56 580	115 000	60 960	59 040	120 000
FFA: food	35 000	35 000	70 000	90 000	90 000	180 000	40 000	40 000	80 000
FFA: cash and vouchers	15 000	15 000	30 000	40 000	40 000	80 000	15 000	15 000	30 000
Total with overlaps	170 680	177 620	348 300	268 948	281 052	550 000	164 348	169 652	334 000
Total excluding overlaps*	161 013	167 971	329 000	256 490	268 090	525 000	158 547	163 823	322 000

* Overlaps are anticipated between beneficiaries of seasonal targeted food distributions and of TSF and FFA, and between expelled migrants and FFA beneficiaries.

46. All Congolese refugees in camps will be assisted throughout the PRRO period, based on updated UNHCR biometric registration lists. Complaints and response mechanisms will be enhanced to ensure greater participation of refugees and WFP staff in food quality control, improved documentation of complaints, and third-party oversight of complaints management.
47. During lean seasons, targeted food distributions will be provided to food-insecure households in provinces identified as “in crisis”, where large proportions of households have poor and borderline consumption. Seasonal targeting will be based on data from food needs assessments. Women will be encouraged to join community relief committees and to play central roles in beneficiary targeting and food assistance activities.
48. FFA will be implemented in highly food-insecure livelihood zones²⁶ where returnees and expellees are concentrated and partners can provide complementary technical and implementation capacity. At least 50 percent of FFA participants will be women.
49. PRRO recovery activities will provide the foundations for more sustained resilience-building efforts under the CP.
50. Children aged 6–59 months will be supported for up to 90 days; PLW will receive WFP assistance for nine months.

²⁶ Eastern Depression and South Imbo Lowland.

51. Institutional feeding will target unaccompanied children, orphans, handicapped people and the elderly in social institutions offering psychological support, vocational training and/or medical treatment. The Ministry of National Solidarity will endorse beneficiary lists from charity and government organizations, and WFP will validate beneficiaries and verify records.
52. Primary schools supported during the previous school year will continue to receive WFP assistance. The number of schoolchildren assisted each year will be based on school records validated by the Ministry of Education, WFP and UNICEF.

NUTRITIONAL CONSIDERATIONS AND RATIONS/VALUE OF CASH AND VOUCHER TRANSFERS

53. Refugees in camps require full rations because their opportunities for self-reliance are limited. The refugees' dietary diversity has improved following the introduction of a combined in-kind food and voucher-based transfer modality in February 2013: the food basket includes different types of cereals, pulses, enriched vegetable oil, SuperCereal and iodized salt, which cover their nutritional needs. WFP will maintain this approach for the duration of PRRO 200655 and will undertake a feasibility study in 2014 to explore the possibility of introducing fresh food in the refugee food basket. .
54. To the extent possible, WFP will distribute maize meal, to avoid milling costs.
55. In synergy with the CP, the PRRO will provide locally fortified maize and cassava meal for school feeding, to enhance schoolchildren's nutrient intake while providing a market for local producers and processors of maize and cassava.
56. The FFA ration will supply protein-energy and micronutrient requirements and will represent an income transfer. The family ration for five people, provided via food and cash/voucher transfers, will have a market value equivalent to the minimum wage in Burundi.

TABLE 2: FOOD RATIIONS AND CASH/VOUCHER TRANSFERS BY ACTIVITY (g or USD/person/day)									
	GFD: refugees	FFA	TSF: children <5 years	TSF: PLW	TSF: protection ration	Expelled migrants	Institutional feeding	School feeding	Seasonal targeted food distributions to vulnerable populations
Cereals	360	360	-	-	55	360	360	150	360
Pulses	120	120	-	-	33	120	120	40	120
Vegetable oil	25	25	-	30	-	25	25	10	25
SuperCereal	50	-	-	250	-	50	-	-	-
Plumpy'sup	-	-	92	-	-	-	-	-	-
Sugar	-	-	-	20	-	-	-	-	-
Salt	5	5	-	-	-	5	5	5	5
Cash/ voucher (USD /person/day)	0.53	0.53	-	-	-	-	-	-	-
Total	560	510	92	300	88	560	510	205	510
Total kcal/day	2 071	1 883	500	1 285	306	2 071	1 883	748	1 883
% kcal from protein	13.1	12.7	12.5	11.9	16	13.1	12.7	12.3	12.7
% kcal from fat	19.5	19.5	32.9	35.1	7.7	19.5	19.5	19.8	19.5
Number of feeding days per year	365	90	90	270	270/90	180	365	180	60

57. WFP will continue its flexible use of food distributions and voucher/cash transfers. Beneficiaries appreciate vouchers, which allow them to buy food in accordance with their own consumption habits. Vouchers also boost local markets, as local traders participate in monthly food fairs. Food will continue to be distributed in Kavumu refugee camp, Cancuzo Province, as fairs for the small number of refugees hosted would not be cost-effective.

TABLE 3: FOOD/VOUCHER REQUIREMENTS BY ACTIVITY (mt/USD)

Activity	Food/vouchers	2014	2015	2016	TOTAL
Targeted food distributions	Food	306	1 224	306	1 836
Refugees	Food	2 044	4 088	2 044	8 176
	Vouchers (USD)	1 934 500	3 869 000	1 934 500	7 738 000
Support to expelled migrants	Food	2 218	-	-	2 218
TSF: malnourished children < 5 years	Food	99	166	75	339
TSF: PLW	Food	340	891	270	1 501
TSF: protection ration	Food	739	1 932	570	3 242
Institutional feeding	Food	279	558	279	1 117
School feeding	Food	1 337	4 192	2 916	8 444
FFA	Food	3 213	3 213	3 672	10 098
	Vouchers (USD)	1 431 000	3 816 000	1 431 000	6 678 000
TOTAL	Food (mt)	10 575	16 264	10 132	36 971
	Vouchers (USD)	3 365 500	7 685 000	3 365 500	14 416 000

IMPLEMENTATION ARRANGEMENTS

Participation

58. PRRO activities were designed in consultation with line ministries, donors, United Nations agencies, NGOs, community-based organizations and beneficiaries. Food assistance will be distributed through refugee food distribution committees or village management committees. At least 50 percent of the members and decision-makers of these committees are women, and women are prioritized in the distribution of ration cards.

Partners and Capacities

59. WFP's main government counterparts include the Ministry of Agriculture and Livestock, the Ministry of Planning and Communal Development, the Ministry of National Solidarity, the Ministry of Health and Fight against AIDS, the Ministry of Foreign Affairs and the Ministry of Education.

60. Other partners include United Nations agencies – UNHCR, IOM, FAO, UNICEF, WHO, UNDP, IFAD, the United Nations Population Fund and UN-Women – and national and international NGOs and charities such as World Vision International, Caritas and the Burundi Red Cross.

61. WFP plans to increase its nutrition, local procurement and field monitoring staff and will reinforce its vulnerability analysis and mapping, and monitoring and evaluation (M&E) capacities to improve technical support to government counterparts, civil society and community-based organizations. Priority areas for partners' capacity development include emergency preparedness and response, nutrition programme management, gender- and

protection-sensitive participatory rural appraisal methods and tools for project planning, performance M&E, and protection and gender mainstreaming.

Procurement

62. Although WFP will purchase most food for the PRRO from international markets, the use of vouchers, and local and regional purchases are expected to rise.
63. *Local purchases.* In line with the Government's strategy for boosting agricultural production, WFP has initiated local purchases of maize, rice and beans. Government and partner initiatives for distributing fertilizers to farmers are expected to increase food production over the next few years. WFP will support these efforts by offering smallholder cooperatives and local traders a market, and linking them to its market-based interventions in refugee camps and through FFA.
64. *Regional purchases.* Most regional food purchases – from Kenya, Rwanda, South Africa, Uganda and the United Republic of Tanzania – are of pulses/beans, maize, SuperCereal and salt. WFP is purchasing regionally for the predecessor PRRO and the CP.
65. *Food fortification.* Under the CP, WFP advocates for a mandatory national food enrichment policy, the establishment of medium-sized food production cooperatives, and the consumption of enriched staples. It is purchasing a maize mill with a micronutrient dosifier for the fortification of local maize and packaging equipment; it will buy the fortified maize for distribution under CP and PRRO activities, including TSF for PLW, school feeding and FFA.

Logistics

66. Food procured on international and regional markets will be shipped to Dar es Salaam and Mombasa and stored at Bujumbura, Ngozi, Gitega and Makamba warehouses pending transportation to final distribution points by commercial transporters or WFP.
67. As government and cooperating partners have limited capacity, WFP will assume responsibility for receiving, storing and transporting commodities. The landside transport, storage and handling rate of USD 291.07/mt will be reviewed regularly.

Transfer Modalities

68. Selection of the voucher transfer modality was informed by a 2012 feasibility study that demonstrated: i) regional capacity to provide adequate staple foods; ii) low risk of localized price inflation for locally produced staple foods; and iii) refugees' rational use of resources when given choice. It also reflected the Government's concerns regarding the security implications of making significant cash transfers to refugees.
69. The use of cash-based rather than food-based vouchers allows choice among food types, to reflect refugees' preferences.
70. The closed fair approach in refugee camps: i) minimizes the costs to refugees of redeeming vouchers – distance, time, etc.; ii) reduces safety and protection concerns;²⁷ iii) improves management of the quality and quantity of supplies, suppliers and prices; and iv) reduces the potential for counterfeit and fraud, based on cooperating partners' capacity and the

²⁷ These include theft and assault, difficulty in carrying monthly rations home – especially for handicapped and elderly people – and domestic violence. Mitigation measures include using a closed fair setting, vouchers instead of cash, a refugee identification system that prevents non-beneficiaries from entering the fairs, and a cooperating partner to help handicapped and elderly people.

technologies available. WFP and partners will explore the feasibility of replacing paper with electronic vouchers in refugee camps.

Non-Food Inputs

71. Although the PRRO budget covers some non-food inputs, partners are expected to provide most materials and expertise. Other direct operational costs will finance partners' activities in such areas as community awareness raising, needs assessments, and technical evaluation of activities/projects. Training courses, joint missions and field visits will build the capacities of national and provincial government in emergency preparedness, food security monitoring, and nutrition activities.

PERFORMANCE MONITORING

72. In line with WFP's Strategic Plan (2014–2017) and the related Strategic Results Framework, PRRO performance will be measured through a comprehensive M&E system that takes into account WFP's standard operating procedures for project M&E, and issues arising from voucher transfers. In addition to the project logical framework (Annex II), a detailed results-focused and gender-sensitive M&E plan and budget will enable the country office to monitor progress and report on results.
73. Baseline data on all corporate and project-specific indicators of outcomes, outputs and processes will be collected to analyse progress towards objectives. Data will be disaggregated by sex, age and group category to ensure gender-sensitive analysis for decision-making.
74. WFP coordinates and oversees all performance monitoring and reporting, providing standardized tools. Information from cooperating partners will be verified by WFP staff, and triangulated with other sources before it is entered into WFP's Country Office M&E Tool (COMET), Commodity Movement Processing and Analysis System (COMPAS) and other systems.
75. WFP monitors and partners, including line ministry officials, will undertake regular joint field visits to assess project implementation through beneficiary contact monitoring and other techniques. Post-distribution monitoring of refugees and expelled migrants will be outsourced to specialized institutions, including the University of Burundi, for quality objective data collection and analysis.
76. An external evaluation of the voucher transfer modalities for refugees and host populations – under FFA activities – will be conducted in mid-2015, with a decentralized evaluation of the whole PRRO later in the year.

RISK MANAGEMENT

77. Burundi is at high risk of political instability, which could lead to internal displacement of populations.²⁸ Triggers of political instability include ethnically based violence arising from clashes in the run-up to the 2015 elections; the possible exit of the United Nations Office in Burundi (BNUB) in December 2014; and land disputes resulting from high population densities and the reintegration of returnees and expelled migrants.

²⁸ Revised National Contingency Plan, October 2013; WFP *Emergency Preparedness and Response Exercise Report*, November 2013.

78. The indicators and potential triggers identified during the risk assessment of November 2013 are regularly monitored. If necessary, the country office will develop a scenario covering the scope, context and timeframe of an anticipated crisis, eventually drafting an action plan and activating an emergency response assessment. WFP will contribute to targeted actions to fight gender-based violence.
79. Potential overlaps among beneficiaries of different programme components will be minimized through community-based targeting.
80. The PRRO takes account of the main risks associated with cash or voucher transfers, such as fraud, corruption, lack of partner capacity, supply and security issues, and inflation. Additional risks in Burundi include inter-ethnic clashes, monopolies and/or cartels of traders, and diversions. To mitigate these risks, WFP will work only with officially registered traders and financial partners with previous experience of working with WFP.
81. The main constraints identified during design of this PRRO include weak institutional capacity, unpredictable resources, delayed food deliveries, government and cooperating partners' limited implementation capacity, and insufficient non-food items and services to complement WFP assistance. To mitigate these challenges, WFP will strengthen its partnerships with core players in Burundi's humanitarian and development sectors and will enhance the synergies between the CP and this PRRO.

Security Risk Management

82. Burundi is currently rated at security level 3. The security of United Nations staff is managed by an integrated security management team chaired by the Secretary-General's Special Representative and Head of BNUB, who is the Designated Official. However, the Government of Burundi has requested the exit of BNUB by December 2014.
83. A field security assistant in charge of WFP security is part of the United Nations security cell.

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (<i>mt</i>)	Value (<i>USD</i>)	Value (<i>USD</i>)
Food			
Cereals	24 175	10 258 668	
Pulses	8 182	5 915 920	
Oil and fats	1 671	1 852 881	
Mixed and blended food	2 518	2 321 346	
Others	425	116 618	
Total food	36 971	20 465 433	
External transport		2 131 536	
Landside transport, storage and handling		11 763 405	
Other direct operational costs: food		1 960 042	
Food and related costs¹		36 320 416	36 320 416
Cash and vouchers		14 416 000	
Related costs		1 066 024	
Cash and vouchers and related costs		15 482 024	15 482 024
Capacity development and augmentation		802 500	802 500
Direct operational costs			52 604 940
Direct support costs ² (see Annex I-B)			12 584 832
Total direct project costs			65 189 773
Indirect support costs (7.0 percent) ³			4 563 284
TOTAL WFP COSTS			69 753 057

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
WFP staff and staff-related	
Professional staff	6 051 007
General service staff	1 641 739
Subtotal	7 692 746
Recurring and other	1 546 946
Capital equipment	1 284 951
Security	729 259
Travel and transportation	895 930
Assessments, evaluations and monitoring¹	435 000
TOTAL DIRECT SUPPORT COSTS	12 584 832

¹ Reflects estimated costs when these activities are carried out by third parties. If the activities are carried out by country office staff, the costs are included in the staff and staff-related and travel and transportation categories.



ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Cross-cutting indicators		
Gender Gender equality and empowerment improved	<ul style="list-style-type: none"> ➤ Proportion of assisted women, men or both women and men who make decisions over the use of cash, voucher or food within the household Target: 50% women ➤ Proportion of women beneficiaries in leadership positions of project management committees Target: >50% ➤ Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution Target: >60 	Other factors that limit gender empowerment are addressed by other actors at the community and household levels. Gender-sensitive policies and strategies are available and known at all levels, including the community level.
Protection and accountability to affected populations WFP assistance delivered and utilized in safe, accountable and dignified conditions	<ul style="list-style-type: none"> ➤ Proportion of assisted people who do not experience safety problems travelling to or from and at WFP programme sites Target: 100% ➤ Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain) Target: 90% 	The political and security environment is conducive. Other activities aimed at ensuring full respect for the rights of food assistance beneficiaries in accordance with the letter and spirit of human rights law and international humanitarian law are undertaken by other actors.
Partnership Food assistance interventions coordinated and partnerships developed and maintained	<ul style="list-style-type: none"> ➤ Proportion of project activities implemented with the engagement of complementary partners Target: 70% ➤ Amount of complementary funds provided to the project by partners (including NGOs, civil society, private-sector organizations, international financial institutions and regional development banks Target: 30% ➤ Number of partner organizations that provide complementary inputs and services Target: 70% 	The political and security environment in Burundi is conducive. Government and partners are able to provide complementary resources.

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies (Congolese refugees in camps, expelled migrants, and vulnerable local /host people and communities)		
Goals		
1. Meet urgent food and nutrition needs of vulnerable people and communities and reduce undernutrition to below emergency levels 3. Strengthen the capacity of governments and regional organizations, and enable the international community to prepare for, assess and respond to shocks		
Outcome 1.2 Stabilized or improved food consumption over assistance period for target households and/or individuals Linked output: A [See Outputs table below]	<ul style="list-style-type: none"> ➤ Food consumption score,¹ disaggregated by sex of household head. Target: Reduced prevalence of poor food consumption of targeted households/individuals by 80% ➤ Diet diversity score, disaggregated by sex of household head Target: Increased diet diversity score of targeted households ➤ Coping strategy index, disaggregated by sex of household head. Target: Coping strategy index of 80% of targeted households is reduced or stabilized Linked output indicators: A.1, A.2, A.5 [See Outputs table below]	The political and security environment in Burundi and neighbouring countries is conducive.
Outcome 1.4 National institutions, provincial bodies, and the humanitarian community are enabled to prepare for, assess and respond to emergencies Linked output: D	<ul style="list-style-type: none"> ➤ Emergency preparedness and response capacity index (EPCI) Target: Increased index, based on initial assessment Linked output indicators: D.1 and D.2	The political, economic and security environment in Burundi is conducive.



¹ Food consumption score (FCS) ≤ 21 = poor food consumption; FCS 21.5– 35 = borderline food consumption; FCS > 35 = acceptable food consumption



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies (early rural recovery, reintegration of expelled migrants, internally displaced persons, and returnees)		
Goals 1. Support or restore food security and nutrition of people and communities and contribute to stability, resilience and self-reliance 2. Assist governments and communities to establish or rebuild livelihoods, connect to markets and manage food systems		
Outcome 2.1 Adequate food consumption reached or maintained over assistance period for targeted households Linked output: A	<ul style="list-style-type: none"> ➤ Food consumption score, disaggregated by sex of household head. Target: Reduced prevalence of poor and borderline food consumption of targeted households by 80% ➤ Diet diversity score, disaggregated by sex of household head Target: Increased diet diversity score of targeted households ➤ Coping strategy index, disaggregated by sex of household head Target: Coping strategy index of 80% of targeted households is reduced or stabilized Linked output indicators: A.1, A.2 and A.5	The political, economic and security environment in Burundi is conducive.
Outcome 2.2 Improved access to assets and/or basic services, including community and market infrastructure Linked outputs: A and B	<ul style="list-style-type: none"> ➤ Community asset score (CAS) Target: 80% of targeted communities have community assets over baseline ➤ Retention rate for boys and girls Target: 70% retention of enrolled boys and girls ➤ Enrolment rate of girls and boys Target: annual increase of 6% Linked output indicators: A.1, A.2, A.3, A.5, A.6 and B.1	The political, economic and security environment in Burundi is conducive. Other basic education-related needs are addressed by other stakeholders.
Outcome 2.3: Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children Linked outputs: A and K	<ul style="list-style-type: none"> ➤ Moderate acute malnutrition (MAM) treatment performance rate (recovery, mortality, default and non-response rate). Target: Mortality <3%; Recovery rate >75%; Non-response rate <15% ; Default rate <15% ➤ Proportion of eligible population who participate in programme (coverage). Target: > 50% Linked output indicators: A.1, A.2, A.6, K.2 and K.3	The political and security environment in Burundi and neighbouring countries is conducive. Other underlying causes of malnutrition are addressed by other stakeholders. Health facilities are functioning.

ANNEX II: LOGICAL FRAMEWORK

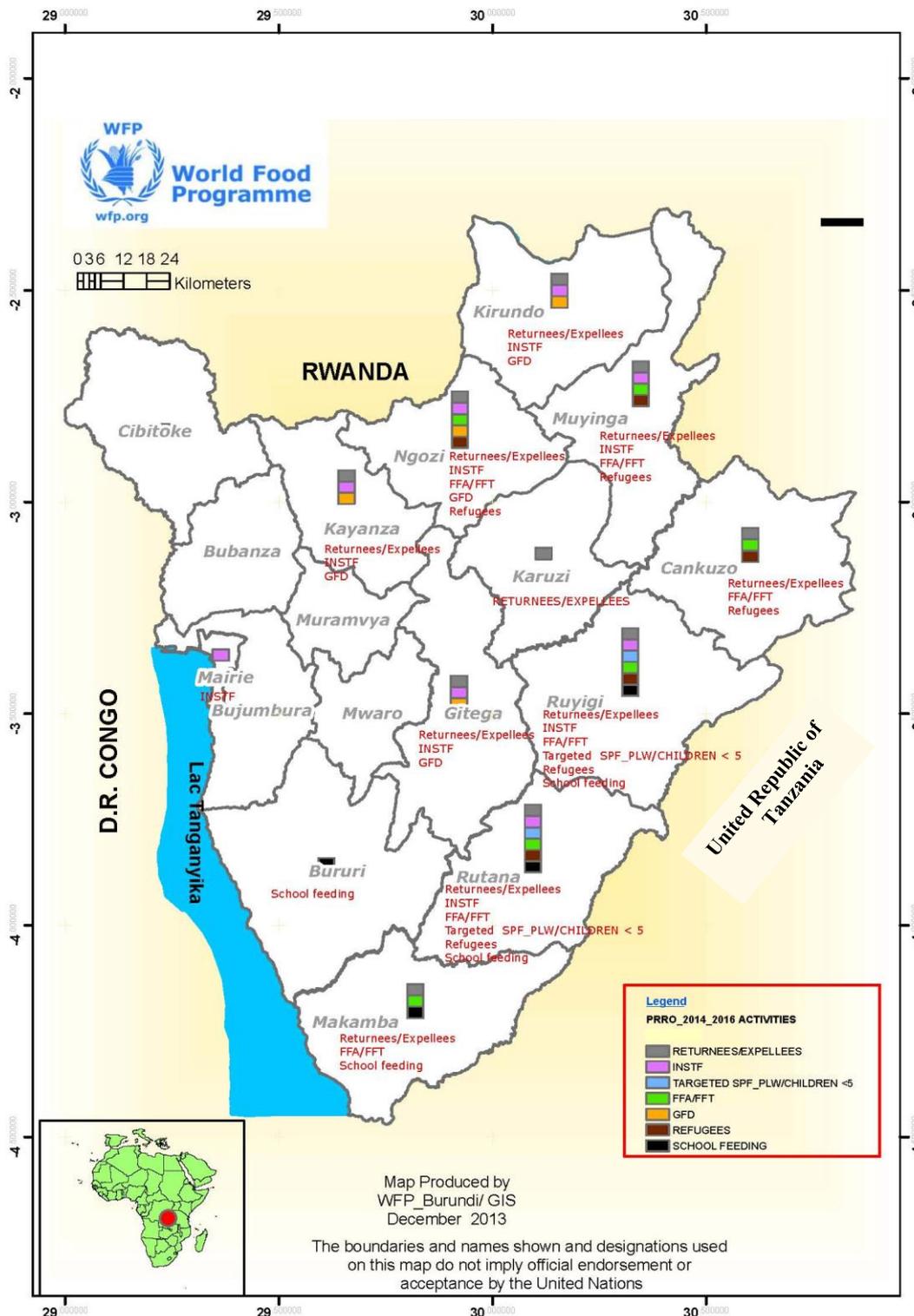
Results	Performance indicators	Assumptions
<p>Outcome 2.4 Capacity developed to address national food insecurity needs <i>Linked outputs: E and F</i></p>	<p>➤ National capacity index (NCI) Target: Increase of index compared with initial assessment <i>Linked output indicators: E.1, E.2, F.1 and F.2</i></p>	<p>The political and security environment in Burundi is conducive.</p>
Linked outputs	Linked output indicators	
<p>Output A Food, nutritional products, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>A.1 Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned [Target:100%] A.2 Quantity of food assistance distributed, disaggregated by type, as % of planned [Target:100%] A.3 Quantity of non-food items distributed, disaggregated by type, as % of planned A.5 Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned A.6 Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p>	<p>Food and cash and vouchers pipeline functions. Health facilities and staff are available and have the capacity to manage the programme. Capable cooperating partners are available to manage the programme Complementary resources are provided to the project by partners – NGOs, civil society, community-based organizations, other United Nations agencies, private-sector organizations, etc.</p>
<p>Output B Community or livelihood assets built, restored or maintained by targeted households and community</p>	<p>B.1 Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure</p>	
<p>Output D Emergency management capacity created and/or supported</p>	<p>D.1 Number of technical assistance activities provided, by type D.2 Number of people trained, disaggregated by sex and type of training</p>	<p>Government and cooperating partner staff are available and willing to be involved in capacity development activities. Financial and human resources are available on time.</p>





ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<p>Output E Policy advice and technical support provided to enhance management of food supply chain, food assistance, nutrition and food security systems, including food security information systems</p>	<p>E.1 Number of national assessments/data collection exercises in which food security and nutrition were integrated with WFP support E.2 Number of technical support activities provided on food security monitoring and food assistance, by type</p>	<p>Government and cooperating partner staff are available and willing to be involved in capacity development activities. Financial and human resources are available on time.</p>
<p>Output F National Systems for monitoring trends in food security and nutrition strengthened</p>	<p>F.1 Number of government counterparts trained in collection and analysis of food and nutrition security data F.2 Number of food security and nutrition monitoring/surveillance reports produced with WFP support</p>	<p>Government and cooperating partner staff are available and willing to be involved in capacity development activities. Financial resources are available on time.</p>
<p>Output K Messaging and counselling on specialized nutritious foods and infant and young child feeding practices implemented effectively</p>	<p>K.2 Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned [Target: >70%] K.3 Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling [Target: >70%]</p>	

ANNEX III



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 frontiers or boundaries

ACRONYMS USED IN THE DOCUMENT

BNUB	United Nations Office in Burundi
CP	country programme
DRC	Democratic Republic of the Congo
FAO	Food and Agriculture Organization of the United Nations
FFA	food assistance for assets
FSMS	Food Security Monitoring System
GAM	global acute malnutrition
GFD	general food distribution
IFAD	International Fund for Agricultural Development
IOM	International Organization for Migration
IPC	Integrated Food Security Phase Classification
M&E	monitoring and evaluation
NGO	non-governmental organization
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
TSF	targeted supplementary feeding
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organization