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**Executive Board  
First Regular Session**

**Rome, 18–19 February 2013**

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

*For approval*



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## PROTRACTED RELIEF AND RECOVERY OPERATIONS – BURKINA FASO 200509

### Building Resilience and Reducing Malnutrition

Number of beneficiaries	1,422,000
Duration of project	21 months (1 April 2013–31 December 2014)
WFP food tonnage	10,258 mt
<b>Cost (United States dollars)</b>	
WFP food cost	18,509,062
WFP cash/voucher cost	14,064,000
Total cost to WFP	49,936,842

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## 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.

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

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## EXECUTIVE SUMMARY

The 2012 Sahel food crisis compounded food insecurity and malnutrition in Burkina Faso, one of the poorest countries in the world. The most recent emergency food security assessment found 1.7 million people at-risk of food insecurity, and a nationwide prevalence of global acute malnutrition of more than 10 percent.

To respond to malnutrition and to strengthen the resilience of households vulnerable to recurrent shocks, this protracted relief and recovery operation aims to: i) save lives and reduce acute malnutrition; ii) support and strengthen the resilience of households and communities to withstand shocks through asset creation; iii) restore and rebuild the livelihoods of temporarily food-insecure households recovering from shocks; and iv) reinforce national capacities to tackle food insecurity and malnutrition, for a gradual hand-over of activities to local and national authorities.

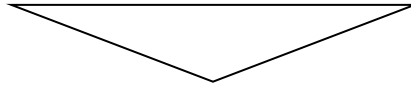
The nutrition component will address moderate acute malnutrition in the ten most-affected regions through targeted supplementary feeding to treat children aged 6–59 months and malnourished pregnant and lactating women. To prevent acute malnutrition, children aged 6–23 months will receive blanket supplementary feeding during the 2013 lean season in highly food-insecure areas of regions with serious prevalence of wasting. The caretakers of children with severe acute malnutrition at therapeutic feeding centres will also receive food rations. WFP will facilitate gender and nutrition education activities to improve food consumption and childcare.

The resilience component will strengthen livelihoods by supporting the creation of small-scale agricultural assets and providing training on improved agricultural techniques and income-generating activities in six regions with high food insecurity and serious levels of malnutrition.

WFP will assist the Government in reinforcing its capacity to predict and respond to future food and nutrition crises by supporting government structures at the central, regional and community levels.

This operation is aligned with WFP's Strategic Objectives 1, 2, 3 and 5, complements WFP's country programme 20163 (2011–2015), and will contribute to the achievement of Millennium Development Goals 1, 4, 5 and 7. It is in accordance with government policies, including those for rural support and social protection and the latest National Protocol on Nutrition, for which WFP provided technical support.

## DRAFT DECISION\*



The Board approves the proposed PRRO Burkina Faso 200509 “Building Resilience and Reducing Malnutrition” (WFP/EB.1/2013/8-A/1).

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\* 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. Burkina Faso is a land-locked country in the Sahel region of West Africa with a population of 17 million. It is one of the poorest countries in the world, ranking 181<sup>st</sup> out of 187 in the 2011 human development index and 121<sup>st</sup> out of 146 in the gender inequality index.<sup>1</sup>
2. Agriculture accounts for 40 percent of gross domestic product<sup>2</sup> and employs 80 percent of the population. Annual population growth of 3 percent<sup>3</sup> increases the pressure on natural resources and limits the success of economic development and poverty reduction policies.
3. Burkina Faso is prone to recurrent natural disasters such as droughts, floods and locust invasions; 2012 saw the third drought in five years. Increasingly frequent and severe crises in recent years have eroded the resilience of vulnerable populations, damaging their capacity to restore livelihoods.
4. With 44 percent of the population living below the poverty line, Burkina Faso is susceptible to economic shocks such as high food prices, which limit the poor's access to food.<sup>4</sup> A 2012 household economic assessment conducted by the Government indicated that more than half of households are poor or very poor, owning no land and few animals.

### The Food Security and Nutrition Situation

5. The prevalence of food insecurity and acute malnutrition, or wasting, is persistently high and conditions have deteriorated over the past five years. Burkina Faso ranks 46<sup>th</sup> out of 76 countries on the global hunger index.<sup>5</sup> The proportion of households unable to meet their daily food needs increased from 30 to 34 percent between 2006 and 2011;<sup>6</sup> the population with poor food consumption scores increased from 44 percent in 2009 to 57 percent in 2012.<sup>7</sup>
6. Household food insecurity is mainly correlated with environmental degradation, economic marginalization, reliance on rainfed agriculture, small plots, illiteracy and low education levels.<sup>7</sup> Households headed by women or elderly people tend to be more food-insecure, especially those in rural areas: 52 percent of rural households have a poor food consumption score, compared with 29 percent of urban households.<sup>8</sup>

<sup>1</sup> United Nations Development Programme (UNDP). 2011. *Human Development Report*. New York.

<sup>2</sup> World Bank. 2012. *Burkina Faso Country Brief 2012*. Washington DC.

<sup>3</sup> World Bank. 2010. *Development Indicators 2010*. Washington DC.

<sup>4</sup> World Bank. 2009. *Household Living Conditions Survey Burkina Faso (2009)*. Washington DC.

<sup>5</sup> International Food Policy Research Institute. 2012. *The Global Hunger Report*. Washington DC. The index, calculated each year, measures hunger using three indicators: undernourishment, child underweight and child mortality.

<sup>6</sup> *Enquête permanente agricole 2011* (Permanent agricultural survey 2011).

<sup>7</sup> *Enquête nationale sur l'insécurité alimentaire et la malnutrition* (ENIAM, National Survey on Food Insecurity and Malnutrition) 2008.

<sup>8</sup> Emergency Food Security Assessment (EFSA) 2012 and ENIAM 2008.

7. There is substantial migration in Burkina Faso, often to mining areas or to coastal countries such as Côte d'Ivoire; migration is highest among poor, rural and households headed by men in food-deficit regions, further reducing agricultural production in these areas<sup>9</sup> and indicating a need to invest in agriculture and rural infrastructure.
8. During the 2011/12 agricultural season, Burkina Faso had an unprecedented cereal deficit of 154,000 mt; cereal production was 20 percent lower than in 2010/11 and 5 percent below the five-year average. Low household food stocks and insufficient production triggered stress-induced coping strategies including selling productive assets and livestock, consuming seed stocks, borrowing money, migrating in search of work, shifting to non-agricultural activities such as mining, and reducing the quantity and quality of food consumed.<sup>10</sup> Many of these coping strategies have a negative impact on household livelihoods, leading to a persistent cycle of food insecurity and malnutrition.
9. Food prices were extremely high in Burkina Faso in 2011 and 2012, with prices for coarse grains – especially millet and sorghum – up to 70 percent higher in September 2012 than in the previous year. In pastoralist areas, the terms of trade between livestock and millet prices have generally been declining since the beginning of 2012, reducing herders' ability to purchase food.
10. After regular and sufficient rainfall in most of the country, harvest prospects for 2012/13 are more favourable. Grain prices are expected to decrease compared with 2012 lean season prices but to remain higher than the five-year averages. Following frequent shocks, severe depletion of assets in very poor and poor households has seriously harmed food security in these households, leaving them fragile and vulnerable to further shocks. An emergency food security assessment (EFSA) in September 2012 estimated that 1.7 million people in Burkina Faso will be at risk of food insecurity and unable to meet their food needs beyond three months after harvest in 2013.<sup>11</sup>
11. Prevalence of acute malnutrition – wasting – among children under 5 has remained “serious”<sup>12</sup> in recent years, with global acute malnutrition (GAM) reaching 10.9 percent nationally<sup>13</sup> and surpassing the serious threshold of 10 percent in nine regions. The regions with the highest GAM are Centre-North (13.6 percent), East (12.6 percent), North (12.2 percent), Centre (11.8 percent) and Boucle de Mouhoun (11.1 percent). Chronic malnutrition is high, estimated at 33 percent<sup>14</sup> from preliminary results of a Standardized Monitoring and Assessment of Relief and Transitions (SMART) nutrition survey in October 2012.

<sup>9</sup> United States Agency for International Development (USAID) Office of Food for Peace. 2009. *Burkina Faso Food Security Country Framework 2010–2014*. Washington DC.

<sup>10</sup> EFSA April 2012.

<sup>11</sup> *Direction générale pour la promotion de l'économie rurale*/Food and Agriculture Organization of the United Nations (FAO)-Famine Early Warning Systems Network (FEWS NET)-WFP. October 2012. *In-Depth Food Security Assessment (post-drought)*.

<sup>12</sup> Wasting prevalence 5 to 9 percent is “poor”, 10 to 14 percent is “serious” and above 15 percent is “critical”. World Health Organization (WHO). 1995. *Cut-off values for public health significance*. [www.who.int/nutgrowthdb/en](http://www.who.int/nutgrowthdb/en)

<sup>13</sup> Compared with 10.3 percent in 2011 and 10.7 percent in 2009. *Direction Nationale de la Nutrition*, SMART 2009, 2011, 2012.

<sup>14</sup> Stunting prevalence 20–29 percent is “medium”, 30–39 percent is “high” and 40 percent is “very high”. Cut-off values for public health significance. WHO 1995. Available at [www.who.int/nutgrowthdb/en](http://www.who.int/nutgrowthdb/en).

12. Micronutrient deficiencies are also high: 88 percent of children under 5, 58 percent of pregnant women and 50 percent of lactating women suffer from anaemia. The nutrition status of women and children has negative impacts on child and maternal mortality rates, which remain extremely high at 65 per 1,000 children and 341 per 100,000 women in 2012.<sup>15</sup>

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## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS**

### **Policies, Capacities and Actions of the Government**

13. In March 2012, the Government declared a food and nutrition crisis, calling for national and international solidarity to support people in need. Three areas of intervention were prioritized: i) food security; ii) nutrition; and iii) agriculture and pastoralism.
14. Within the framework of the 2010 National Health Strategic Plan, WFP supports the Ministry of Health in preventing and treating moderate acute malnutrition (MAM), monitoring malnutrition prevalence, developing strategic and policy documents, and advocating for the inclusion of pregnant and lactating women (PLW) in blanket supplementary feeding activities.
15. WFP works with the Ministry of Agriculture's National Food Security Council, the national early warning system and the General Directorate of Rural Economy Promotion. In line with the National Rural Sector Programme and efforts to increase social safety nets, the Government prefers food assistance during non-emergency periods to be linked to activities – that is, conditional.
16. Burkina Faso adopted a national gender policy in 2009. WFP undertakes its activities and capacity-development work in consultation with the Ministry for the Promotion of Women, which leads implementation of the national gender equality strategy.

### **Policies, Capacities and Actions of Other Major Actors**

17. Recurrent food crises in the Sahel have focused international attention on the need for greater linkages and synergies between humanitarian and development efforts to increase the resilience of vulnerable households against shocks. The regional Global Alliance Initiative for Resilience aims to: i) support governments and communities in addressing the acute and chronic causes of food and nutrition crises; ii) help vulnerable populations increase their wealth by strengthening their livelihoods sustainably; and iii) improve access to infrastructure and basic social services.
18. The Food and Agriculture Organization of the United Nations (FAO) and WFP have prepared a joint disaster- and risk-reduction roadmap for vulnerable zones, to streamline activities and targeting, strengthen the capacities of small-scale producers, reinforce the national early warning system, and coordinate support to land rehabilitation and agricultural development.

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<sup>15</sup> *Enquête démographique et de santé Burkina Faso 2012 (Demographic health survey Burkina Faso 2012).*

19. The new Memorandum of Understanding between the United Nations Children's Fund (UNICEF) and WFP in Burkina Faso aims to: i) reinforce synergies to increase the coverage of MAM treatment; ii) reduce the prevalence of chronic malnutrition among children under 5 through food fortification and infant/young child feeding activities; iii) monitor the nutrition situation; and iv) improve the coordination of monitoring and evaluation (M&E) activities.
20. Non-governmental organizations (NGOs) – including *Action contre la faim* and Oxfam – and the Burkina Faso Red Cross implement substantial interventions to combat malnutrition and/or provide cash-based transfers. Collaboration and field coordination among humanitarian partners prevent the duplication of activities.

## Coordination

21. The Office for the Coordination of Humanitarian Affairs has recently returned to Burkina Faso and supports the Humanitarian Coordinator and the humanitarian country team, which have established four working groups on food assistance, nutrition, agriculture, and health. In line with the Government's response plan for the food and nutrition crisis, a Consolidated Appeal Process was launched for 2013.
22. The Government recognizes resilience-building as a national priority, and has asked WFP to work with the recently created Irrigation Planning and Development Department in selecting cash-for-assets (CFA) activities. WFP also participates in the multi-stakeholder Social Protection Working Group, which assists the Government in establishing a national social safety net programme.

## OBJECTIVES OF WFP ASSISTANCE

23. This protracted relief and recovery operation (PRRO) aims to reduce acute malnutrition and increase food security by strengthening the capacity of households to withstand shocks. It supports WFP Strategic Objectives 1, 2, 3 and 5<sup>16</sup> and contributes to Millennium Development Goals (MDGs) 1, 4, 5 and 7.<sup>17</sup>
24. The PRRO aims to:
  - improve the nutrition status of moderately acutely malnourished children aged 6–59 months and malnourished pregnant and lactating women (PLW) through the prevention and treatment of MAM (Strategic Objective 1);
  - improve retention of children with severe acute malnutrition at in-patient treatment centres by providing food rations to caretakers (Strategic Objective 1);
  - strengthen the resilience of households and communities to withstand shocks through asset creation in support of agricultural livelihoods (Strategic Objective 2);
  - restore and rebuild the livelihoods of temporarily food-insecure households recovering from shocks (Strategic Objective 3); and

<sup>16</sup> Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures; Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations; and Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

<sup>17</sup> Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 4 – Reduce child mortality; 5 – Improve maternal health; and 7 – Ensure environmental sustainability.



- reinforce national capacities to tackle food insecurity and malnutrition, for a gradual hand-over of activities to local and national authorities (Strategic Objective 5).

## WFP RESPONSE STRATEGY

### Nature and Effectiveness of Food Security-Related Assistance to Date

25. Following the 2008 food crisis, emergency operation (EMOP) 107730 “Emergency Response to High Food Prices” met the immediate needs of the most affected populations in Burkina Faso. PRRO 200054 (January 2010 to March 2012) continued this response, aiming to reduce acute malnutrition to below serious levels through prevention and treatment in the most affected regions, while introducing CFA activities to assist the recovery of food-insecure households in the same regions.
26. Country programme (CP) 200163 (2011–2015) aims to reduce chronic food insecurity and support disaster-prevention measures targeting the three most vulnerable regions – East, North and Sahel. Following the Sahel food crisis and PRRO response, some CP activities in geographical areas covered by the PRRO have been suspended. The CP now focuses on: i) school feeding; ii) nutrition support to people living with HIV; iii) cash/food-for-assets activities; and iv) reinforcing the agriculture sector, food processing and fortification.
27. WFP is addressing the needs of a substantial refugee population from Mali – estimated to be 60,000 people in 2013 – through regional EMOP 200438 “Assistance to Refugees and Host Communities Affected by Insecurity in Mali” (June 2012 to December 2013).

### Strategy Outline

⇒ *Prevention and treatment of acute malnutrition*

28. This operation will cover the ten regions where GAM is above or close to the 10 percent serious threshold: Boucle de Mouhoun, Central Plateau, Centre, Centre-East, Centre-North, Centre-West, East, North, the Sahel and South-West. In regions that are new to WFP nutrition interventions – Centre, Central Plateau and South-West – WFP will work with the Government in developing capacity to treat MAM in line with the National Nutrition Protocol.
29. Nutrition interventions will include:
  - targeted supplementary feeding (TSF) for the treatment of MAM in children aged 6–59 months and malnourished PLW in the ten targeted regions;
  - blanket supplementary feeding (BSF) for children aged 6–23 months during the 2013 lean season of May to September, to prevent acute malnutrition in six regions with serious GAM and high food insecurity – Sahel, North, Centre North, East, Centre East, Centre West;<sup>18</sup> WFP will monitor the nutrition situation to establish whether BSF is required in 2014;
  - gender-specific nutrition awareness and education for women and men to promote behavioural change; and

<sup>18</sup> There will be no BSF for PLW, as it is not part of the Government’s National Protocol for Nutrition. WFP will continue to advocate for its inclusion.

- incentive rations for caretakers accompanying children with severe acute malnutrition receiving in-patient treatment – support to therapeutic feeding.
30. In targeted communities, health workers and local NGO staff will be trained in nutrition, hygiene and care practices to promote nutrition awareness and education among women and men.
  31. WFP will continue to work with United Nations partners and government counterparts to support food fortification initiatives and influence national policy on the prevention of stunting and micronutrient deficiencies. A reassessment of the situation in 2013 will determine further steps for supporting the Government in these areas.

⇒ *Asset creation*

32. WFP will support the creation and preservation of community and household assets in shock-prone marginal and degraded agropastoral areas through CFA activities. Support for livelihoods will include land rehabilitation activities such as soil and water conservation measures, water harvesting, and moisture-retention techniques that improve crop performance. CFA activities will be identified and planned in consultation with regional authorities, government technical staff and local community organizations. CFA activities to support households' recovery from recent and future shocks will expand existing projects and/or introduce low-technology, low-risk, labour-based interventions aimed at restoring basic community and productive infrastructure affected by shocks, such as de-silting of water ponds, creation of silt traps, stone collection, repairs and clearing.
33. Cash-for-training (CFT) activities will reflect the socio-economic needs of each region and provide technical skills that enable participants to diversify their income sources. WFP will collaborate with development partners including FAO, the Ministry of Agriculture's Project for Improving Productivity and Food Security<sup>19</sup> and UNDP to develop income-generating skills and job opportunities in rural areas. CFT will lead to diversification of dry-season crops, including vegetables.
34. Cash-for-assets and CFT activities will be implemented in the six regions with serious GAM and high food insecurity – Sahel, North, Centre-North, East, Centre-East, Centre-West – during the dry season of January to June, when farmers are not preparing for the agricultural season.
35. A successful gender-advocacy pilot – implemented in North region in 2012 alongside asset-creation activities with communities, with the participation of local religious and traditional leaders – will be replicated.
36. Assessments indicate that markets are functioning and well integrated, so are able to accommodate cash transfers for food purchases,<sup>20</sup> which are cost-efficient – the alpha value<sup>21</sup> is 0.70 – in the post-harvest period in targeted regions. Implementation costs and the limited availability of shopkeepers make cash transfers more feasible than vouchers in the large, mostly rural area targeted.

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<sup>19</sup> Funded by the World Bank.

<sup>20</sup> Government/WFP. August 2012. Rapid Assessment of the Market Situation in the Sahel Region of Burkina Faso; WFP/Permanent Inter-State Committee on Drought Control in the Sahel (CILSS)/FEWS NET. June 2012. Market Study in the Central Basin of the Sahel.

<sup>21</sup> The alpha value compares the overall cost for WFP and its donors of delivering food to beneficiaries with the local market value of the same food.

37. Insecurity and inflation risks for the cash transfers are low. An internal evaluation of cash transfers under EMOP 200196 in 2011 indicated that beneficiaries spent 76 percent of the cash they received on food, and the risk of misuse of cash is considered minimal. Food prices on the local market will be constantly monitored through WFP's partnership with the Government's market information system. CFA beneficiaries do not form a substantial percentage of the population in the targeted regions.

### **Hand-Over Strategy**

38. WFP will support the Government in developing capacity to respond to future food security and nutrition crises; this will include establishing a nutrition early warning and surveillance system. Other capacity-development activities include training in food security data collection and analysis, and market-system information management for government staff at the district and community levels. These activities will prepare the Government for an eventual hand-over of the food security monitoring system.
39. The PRRO nutrition interventions to treat MAM will shift to the CP once the prevalence of wasting is below 10 percent in the targeted regions. WFP's gradual hand-over of responsibility for nutrition interventions to the Ministry of Health will include supporting the development of a monitoring system and training government technical staff on aspects of the nutrition protocol. WFP will continue to advocate for a longer-term and wider response to severe acute malnutrition, prioritizing blanket supplementary feeding during nutrition crises and increased government contributions to such activities. WFP will work with the Ministry of Health in promoting the production and use of local fortified flours for weaning, to increase the availability of nutritionally adequate baby foods.
40. WFP will support the Ministry of Health Nutrition Department in revising the national protocol for managing acute malnutrition. It will incorporate lessons learned and successes from using locally produced micronutrient-fortified flours and micronutrient powder.
41. The PRRO resilience activities will be transferred to the CP at the end of 2014. Training, capacity development and the transfer of tools to structures within the Ministry of Agriculture and the Ministry of Social Action will support the establishment of social safety nets to build resilience, in line with national policies.

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## **BENEFICIARIES AND TARGETING**

42. This PRRO aims to assist 1.4 million of the 1.7 million people identified as being at risk of food insecurity in 2013. The Government and other partners will cover the needs of the remaining food-insecure populations.

### Treatment of MAM

43. TSF will cover 551,000 children aged 6–59 months and 105,000 malnourished PLW. Beneficiary planning figures are based on population numbers, malnutrition prevalence, expected new cases and coverage rates, which are determined based on beneficiary access to health facilities in each district. Implementation modalities are in line with the National Protocol for the Management of Acute Malnutrition, including admission and exit criteria<sup>22</sup> and duration of treatment – a maximum of three months.

### Prevention of MAM

44. BSF activities will reach 105,000 children in districts of highly food-insecure regions where GAM is above or close to 10 percent. All children aged 6–23 months in targeted areas will be admitted for five months during the 2013 lean season.

### Support to Therapeutic Feeding

45. Rations will be provided to 25,000 caretakers accompanying children with severe acute malnutrition for in-patient treatment, to increase retention to treatment. Caretakers will receive rations for the duration of the child's stay – an average of 28 days.

### Asset Creation – CFA

46. Participants will be selected through a participatory, community-based approach, targeting the most vulnerable households – classified as poor or very poor, with poor or borderline food consumption scores – with adequate labour to participate in productive asset creation. Planning figures of 96,000 participants are based on consultations with government technical services and potential cooperating partners and their capacity to provide technical support, and are informed by experience from the previous PRRO (200054). WFP will work with village selection committees that include members of village development committees and local authorities, building on experience from a similar beneficiary selection process for cash and food distributions in 2012.
47. The process for selecting CFA participants aims to include equal numbers of men and women; women will be encouraged to participate in community and food management committees and to play a central role in beneficiary selection. Special attention will be given to communities in villages near Malian refugee settlements.
48. Each CFA participant will work for a maximum of 20 days per month for three months in 2013 and six months in 2014. Based on an average of six people per household, 576,000 beneficiaries will be reached.

### Asset Creation – CFT

49. Participants will be selected following the same participatory approach as for the CFA activity, focusing on rural youth and gender equity. Each trainee will receive cash transfers for a maximum of ten days per session. CFT activities will reach 2,000 trainees in the pilot phase in 2013 and 8,000 in 2014. Based on an average of six people per household, 60,000 beneficiaries will be reached.

<sup>22</sup> Children aged 6–59 months: admission criteria – weight-for-height (W/H)  $\geq$  -3 z-score and  $<$  -2 z-score, or mid-upper arm circumference (MUAC)  $\geq$  115 mm and  $<$  125mm; exit criteria – W/H  $\geq$  -1.5 z-score, or MUAC  $\geq$  125 mm. PLW: admission criteria – MUAC  $<$  21 cm; exit criteria – MUAC:  $>$  23 cm.

50. CFA and CFT will be undertaken in partnership with United Nations agencies, government technical services and NGOs with demonstrated capacities to provide the necessary complementary inputs, including an ability to address gender issues.

<b>TABLE 1: BENEFICIARIES, BY ACTIVITY</b>						
<b>Activity</b>	<b>Children 6–23 months</b>	<b>Children 6–59 months</b>	<b>PLW</b>	<b>Care- takers</b>	<b>Vulnerable households</b>	<b>Total</b>
Prevention of MAM	105 000	-	-	-	-	<b>105 000</b>
Treatment of MAM	-	551 000	105 000	-	-	<b>656 000</b>
Support to therapeutic feeding	-	-	-	25 000	-	<b>25 000</b>
Asset creation – CFA	-	-	-	-	576 000	<b>576 000</b>
Asset creation – CFT	-	-	-	-	60 000	<b>60 000</b>
<b>TOTAL</b>	<b>105 000</b>	<b>551 000</b>	<b>105 000</b>	<b>25 000</b>	<b>636 000</b>	<b>1 422 000</b>

## **NUTRITION CONSIDERATIONS AND RATIONS/VALUE OF CASH TRANSFERS**

51. For nutrition activities, food rations will include specialized nutritious products to respond to the specific needs of the target group (see Table 2):

- children aged 6–23 months will receive Supercereal Plus, which has high caloric density and an animal protein and lipid content appropriate for the age group;
- children aged 6–59 months with MAM will receive Plumpy'Sup™;
- malnourished PLW will receive Supercereal with sugar, and vegetable oil; and
- caretaker rations will comprise cereals, Supercereal, pulses, vegetable oil and salt, covering half of daily needs – the Government and NGO partners are expected to cover the other half.

52. To avoid distorting the labour market, the cash transfer value for CFA and CFT activities is aligned with the current daily agricultural wage equivalent to about US\$2.40 and will be adjusted if this wage fluctuates during the PRRO. Based on previous experience, cash will be paid to beneficiaries through a microfinance institution, and implementation of the activities will be supervised by cooperating NGOs and government technical services.

**TABLE 2: FOOD RATION/TRANSFER, BY ACTIVITY (g/person/day)**

	Prevention of MAM	Treatment of MAM (children 6–59 months)	Treatment of MAM (PLW)	Support to therapeutic feeding	CFA/CFT
Cereals	-	-	-	200	-
Pulses	-	-	-	30	-
Vegetable oil	-	-	15	15	-
Salt	-	-	-	3	-
Supercereal	-	-	233	25	-
Supercereal Plus	200	-	-	-	-
Plumpy'Sup™	-	92	-	-	-
Cash transfers (US\$)	-	-	-	-	0.4
<b>TOTAL</b>	<b>200</b>	<b>92</b>	<b>248</b>	<b>273</b>	<b>US\$0.4</b>
<b>Total kcal/day</b>	<b>788</b>	<b>500</b>	<b>1 035</b>	<b>1 027</b>	-
% kcal from protein <sup>23</sup>	17	10	14	11.6	-
% kcal from fat	23	54	30	22.2	-
Feeding days per year	150	90	90	28	120

**TABLE 3: TOTAL FOOD/CASH REQUIREMENTS, BY ACTIVITY (mt)**

	Prevention of MAM	Treatment of MAM	Support to therapeutic feeding	CFA	CFT	Total
Cereals	-	-	141	-	-	141
Pulses	-	-	21	-	-	21
Vegetable oil	-	142	11	-	-	153
Mixed and blended food	3 154	6 769	18	-	-	9 941
Salt	-	-	2	-	-	2
<b>Total food requirements</b>	<b>3 154</b>	<b>6 911</b>	<b>193</b>	-	-	<b>10 258</b>
<b>Total cash requirements (US\$)</b>	-	-	-	<b>13 824 000</b>	<b>240 000</b>	<b>14 064 000</b>

<sup>23</sup>A GFD ration should provide food that covers the “recommended mean daily per capita nutrient intake” (WHO, 1995). Therefore, 10 to 12 percent of its kcal (energy) should come from protein and at least 17 percent from fat (WFP’s *Food and Nutrition Handbook*, page 65, Table 8.1).

## IMPLEMENTATION ARRANGEMENTS

### Participation

53. For beneficiary selection and registration, WFP will collaborate with cooperating partners, targeted communities and local authorities. Standard work norms have been used in previous WFP interventions and cooperating partners have been trained accordingly, with the participation of government technical staff. Activities will be adapted to local habits and will be gender-sensitive. WFP will work with partners to ensure that women can receive their cash transfers without security problems at distribution points. To promote gender equality, women will be encouraged to assume responsible positions on food management committees.

### Partners and Capacities

54. Ministry of Health personnel in 1,330 health centres and community health workers will implement TSF in the selected regions. To overcome the restricted capacities of health facilities and the limited geographical access, the Government has established partnerships with NGOs to conduct community-based nutrition activities in areas far from health centres. Children will be systematically screened at BSF distribution sites. Children identified with moderate and severe acute malnutrition will be referred to health centres for treatment through WFP-supported TSF or to therapeutic feeding centres supported by UNICEF or NGOs.
55. Building on experience, WFP will work with technical and microfinance partners to ensure that CFA and CFT payments are based on agreed work norms and distribution reports are submitted and validated each month. WFP will work with the Ministry of Agriculture and the Ministry of Social Action to strengthen their capacities through training, support to decentralization, transfer of knowledge and provision of equipment.

### Procurement

56. This PRRO will follow the WFP standard procedure of procuring from the most cost-effective market, whether international, regional or local. As locally produced nutrition products are not readily available, they will be purchased internationally.

### Logistics

57. Most internationally procured food reaches Burkina Faso through the port of Lomé in Togo. It is delivered directly to storage points or extended delivery points in Ouagadougou, FadaN’Gourma, Dori and Ouahigouya. For transfer from extended delivery points to distribution sites, or to partners’ intermediate storage facilities for partners to ensure transport to final distribution sites, tenders will be issued to private transport companies included in the WFP shortlist.
58. As challenging road conditions are likely during the rainy season, WFP has a reserve fleet of three trucks.

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## PERFORMANCE MONITORING

59. Outcomes, outputs and indicators for performance monitoring are summarized in the logical framework (Annex II). A WFP M&E officer in the sub-office will coordinate and oversee WFP monitors, whose work will include monitoring of prices in food markets to analyse the impact of cash transfers on the market and recommend adjustments as appropriate. Monitoring data will be gender-disaggregated. Community-based committees for feedback, particularly regarding gender concerns, will be established to report to WFP and its cooperating partners.
60. WFP will provide training and tools for the cooperating partners undertaking data collection for output monitoring. Regular post-distribution monitoring will be conducted in partnership with the University of Ouagadougou. WFP's M&E system uses Smartphones for collecting and analysing food security data every three months. WFP will hire additional monitors to conduct food-basket monitoring.
61. The country office plans to conduct an evaluation of TSF to help improve its quality, effectiveness and coverage. WFP and the Government's Nutrition Directorate will be responsible for data collection, analysis and reporting of nutrition surveys.
62. The food consumption score of CFA beneficiaries will be measured before and after CFA activities to assess their impact. For CFT activities, training sessions and numbers of participants will be recorded. Resilience-building efforts will be assessed using food security trends and asset-creation indicators.

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## RISK MANAGEMENT

### Contextual risks

63. The volatile situation in northern Mali, including the presence of disruptive armed groups, is having increasing effects on security in Burkina Faso, especially in areas bordering Mali. The security and safety of WFP staff in these areas are of concern and operations are likely to need adjustments.

### Programmatic risks

64. WFP will continue to collaborate with the national early warning system, the Famine Early Warning System Network (FEWS NET), FAO, the Permanent Inter-State Committee on Drought Control in the Sahel and other partners to monitor food security and provide early warning of crises. For cash transfers, risks include inflation, poorly functioning markets, food unavailability, insecurity, misuse of cash and limited partner capacity to scale up to planned levels. A macro-risk analysis and contingency plan were developed with the Government and partners to identify risks, potential implications and mitigation measures. These measures include monitoring prices and partner activities, collaborating with the United Nations Department of Safety and Security (UNDSS) and national security departments, adjusting cash transfer values, and shifting to other transfer modalities.



### **Institutional risks**

65. Early mobilization of resources will be critical in enabling WFP to implement activities. Lack of resources or late funding will prevent WFP from executing its activities at scale or on time, undermining the PRRO's overall goal of building resilience.

### **Security risks**

66. WFP is in contact with UNDSS, and the country office employs a security officer. Burkina Faso is security level 1 ("minimal") except in Sahel Region, which is level 2 ("low"). WFP will ensure compliance with operational security standards and secure telecommunications requirements.

## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>1</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	141	94180	
Pulses	21	19 930	
Oil and fats	152	140 796	
Mixed and blended food	9 941	18 253 859	
Others	2	297	
<b>Total food</b>	<b>10 258</b>	<b>18 509 062</b>	
Cash transfers		14 064 000	
<b>Total food and cash transfers</b>			<b>32 573 062</b>
External transport			1 088 596
Landside transport, storage and handling			3 158 508
Other direct operational costs			5 490 315
Direct support costs <sup>2</sup> (see Annex I-B)			4 359 465
<b>Total WFP direct costs</b>			<b>46 669 946</b>
Indirect support costs (7.0 percent) <sup>3</sup>			3 266 896
<b>TOTAL WFP COSTS</b>			<b>49 936 842</b>

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

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and staff-related costs</b>	
International professional staff	1 307 670
Local staff – national officers	308 802
Local staff – general service	161 126
Local staff – temporary assistance	657 300
Local staff – overtime	17 300
Hazard pay and hardship allowance	8 277
International consultants	240 450
Staff duty travel	681 641
<b>Subtotal</b>	<b>3 382 566</b>
<b>Recurring expenses</b>	
Rental of facility	26 250
Utilities	54 060
Office supplies and other consumables	80 800
Communications services	68 635
Equipment repair and maintenance	17 740
Vehicle running costs and maintenance	65 812
<b>Subtotal</b>	<b>313 297</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	160 650
Communications equipment	124 316
Local security costs	378 636
<b>Subtotal</b>	<b>663 602</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>4 359 465</b>

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<p><b>Outcome 1.1</b> Reduced acute malnutrition in children aged 6–59 months in targeted affected regions</p>	<ul style="list-style-type: none"> <li>➤ Prevalence of acute malnutrition among children aged 6–59 months Target: &lt; 10%, assessed using W/H as %</li> <li>➤ Prevalence of acute malnutrition among PLW Target: &lt; 10%, assessed using W/H as %</li> <li>➤ Prevalence of low MUAC among children aged 6–59 months Baseline: 8.1%; target: &lt; 3.9%</li> <li>➤ Recovery rates of children aged 6–59 months and PLW treated for malnutrition Target: &gt; 70% (&lt; 50% = alarming)</li> <li>➤ Default rates of children aged 6–59 months and PLW Target: &lt; 15% (&gt; 30% = alarming)</li> <li>➤ Non-response rates of children aged 6–59 months and PLW Target: &lt; 5%</li> <li>➤ Death rates of children aged 6–59 months and PLW Baseline: 3.5%; target: &lt; 3%</li> </ul>	<p>Government implements poverty reduction strategy. Socio-political stability continues. No major cereal production shortfall or disease outbreak occurs.</p>
<p><b>Output 1.1</b> Food distributed in sufficient quantity and quality to targeted women, men, boys and girls under secure conditions</p>	<ul style="list-style-type: none"> <li>➤ Numbers of men, women, boys and girls receiving food, by gender and age group, as % of planned</li> <li>➤ Tonnage of food distributed, by type, as % of planned</li> <li>➤ Quantities of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned</li> <li>➤ Quantities of fortified foods, complementary foods and special nutritional products distributed, by type, as % of actual distribution</li> <li>➤ Number of security incidents during distributions</li> <li>➤ Number of health centres assisted</li> </ul>	<p>Timely funding is available. Sufficient partners and stakeholders support implementation.</p>



## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<b>Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures</b>		
<b>Outcome 2.1</b> Early-warning system, food security and nutrition monitoring system and contingency plans in place and enhanced with WFP capacity development support	<ul style="list-style-type: none"> <li>➤ Disaster preparedness index</li> <li>Target: <math>\geq 5</math></li> </ul>	Commitment of Government and donors continues.
<b>Outcome 2.2</b> Improved food consumption over assistance period for targeted households at risk of falling into acute hunger	<ul style="list-style-type: none"> <li>➤ % of household expenditure devoted to food</li> <li>Target: <math>&lt; 50\%</math></li> <li>➤ Household food consumption score</li> <li>Target: stabilized at <math>\geq 35/42</math> for targeted households</li> </ul>	Government implements accelerated growth programme. Socio-political stability and commitment of Government and donors continue.
<b>Outcome 2.3</b> Hazard risk reduced in targeted communities	<ul style="list-style-type: none"> <li>➤ Household asset score</li> <li>Target: increase in household disaster mitigation assets (created or restored) over base level</li> </ul>	Sufficient partners and stakeholders support implementation.
<b>Output 2.1</b> Cash distributed under secure conditions in sufficient quantity and on time to targeted beneficiaries	<ul style="list-style-type: none"> <li>➤ Number of beneficiaries receiving cash on time, as % of planned</li> <li>➤ Number of women heads of household receiving cash, as % of planned</li> <li>➤ Cash distributed, as % of planned</li> <li>➤ Percentage of beneficiaries consuming at least 3 meals a day</li> </ul>	Adequate and timely funding is available. Sufficient partners and stakeholders support implementation.
<b>Output 2.2</b> Disaster mitigation measures set in place and enhanced with WFP capacity development support	<ul style="list-style-type: none"> <li>➤ Risk reduction and disaster preparedness and mitigation systems in place and enhanced, by type</li> </ul>	Sufficient partners and stakeholders support implementation.
<b>Output 2.3</b> Disaster mitigation assets built or restored by targeted communities	<ul style="list-style-type: none"> <li>➤ Risk reduction and disaster mitigation assets created or restored, by type and unit of measure</li> </ul>	Sufficient partners and stakeholders support implementation. Beneficiaries participate.



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations</b>		
<b>Outcome 3.2</b> Increased access to assets in fragile, transition situations for targeted communities	<ul style="list-style-type: none"> <li>➤ Community asset score</li> </ul> Target: increase in functioning productive community assets (created or restored) over base level	Government implements accelerated growth programme. Socio-political stability and commitment of Government and donors continue.
<b>Output 3.1</b> (Same as <b>Output 1.1</b> for distribution of food and non-food items, cash transfers and vouchers)	<ul style="list-style-type: none"> <li>➤ Numbers of men, women, boys and girls receiving food, by gender and age group, as % of planned</li> <li>➤ Tonnage of food distributed, by type, as % of planned</li> <li>➤ Quantities of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned</li> <li>➤ Quantities of fortified foods, complementary foods and special nutritional products distributed, by type, as % of actual distribution</li> <li>➤ Number of security incidents during distributions</li> <li>➤ Number of health centres assisted</li> </ul>	Timely funding is available. Sufficient partners and stakeholders support implementation.
<b>Output 3.2</b> Livelihood assets developed, built or restored by targeted communities and individuals	<ul style="list-style-type: none"> <li>➤ Community assets created or restored by targeted communities and individuals, by type and unit of measure</li> </ul>	

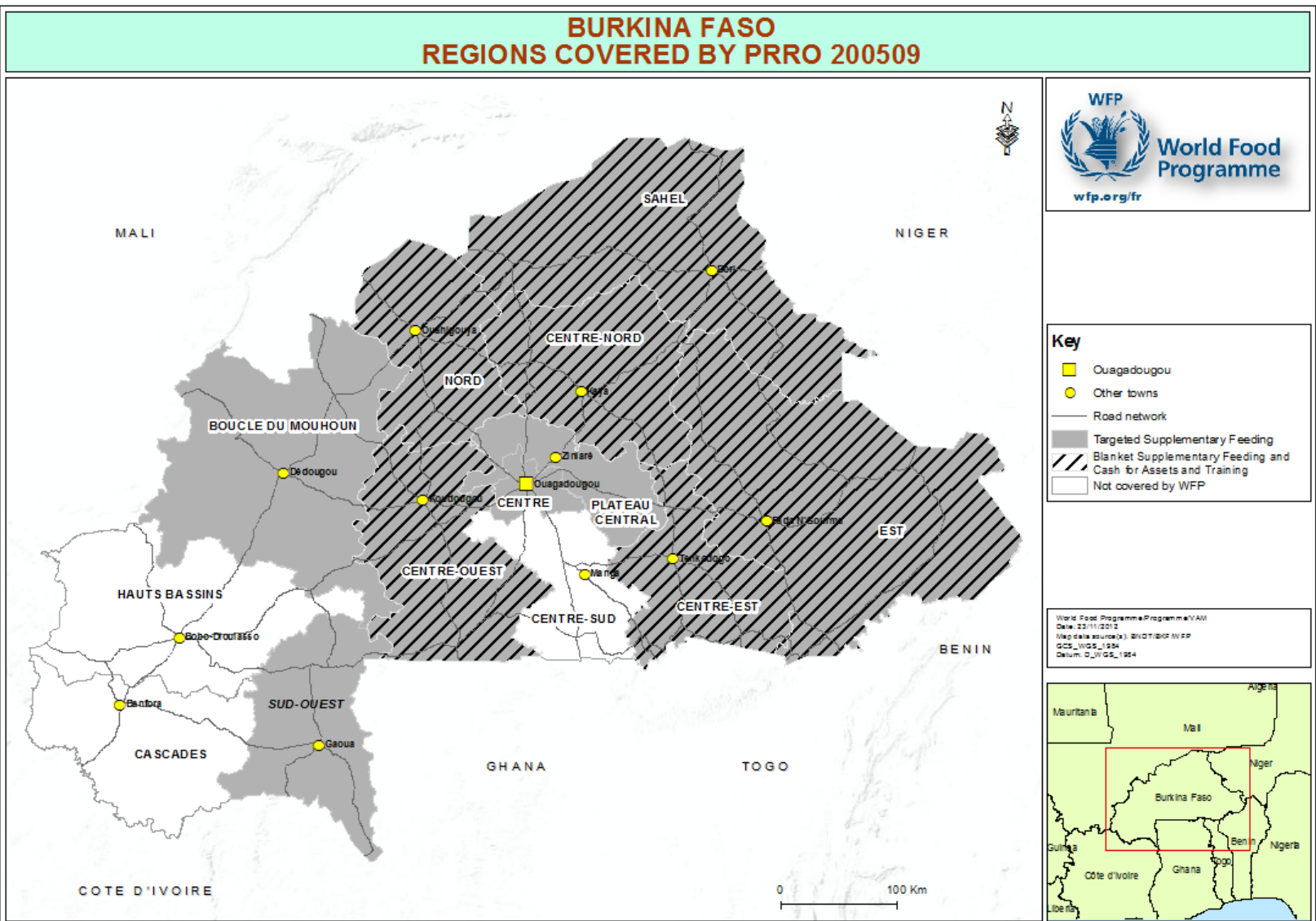


ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Strategic Objective 5: Strengthen the capacity of countries to reduce hunger, including through hand-over strategies and local purchase</b>		
<b>Outcome 5.1</b> Progress towards nationally owned hunger solutions	<ul style="list-style-type: none"> <li>➤ National capacity index<sup>1</sup> for nutrition programme</li> </ul>	Commitment of Government and donor community to allocating resources to national food security and nutrition strategic plans continues.
<b>Output 5.1</b> Capacity-development and awareness-raising activities organized by WFP for staff of the Ministry of Agriculture and cooperating partners	<ul style="list-style-type: none"> <li>➤ Numbers of Ministry of Agriculture and cooperating partner staff receiving capacity development in food security analysis, agricultural value chains, food fortification and commercialization and local purchases</li> </ul>	Security conditions allow WFP and implementing partner staff and beneficiaries to work freely and have access to targeted areas.  Other non-food resources required by assisted institutions and projects are available.



<sup>1</sup> The national capacity index measures progress against five quality standards: i) sound alignment with national policies; ii) strong institutional frameworks; iii) stable funding and budgeting; iv) quality programme design; and v) strong community participation. The capacity development assessment tool is based on standards adapted by WFP from a World Bank capacity development framework.

**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.



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## ACRONYMS USED IN THE DOCUMENT

BSF	blanket supplementary feeding
CFA	cash for assets
CFT	cash for training
CP	country programme
EFSA	emergency food security assessment
EMOP	emergency operation
ENIAM	<i>Enquête nationale sur l'insécurité alimentaire et la malnutrition</i> (National Survey on Food Insecurity and Malnutrition)
FAO	Food and Agriculture Organization of the United Nations
FEWS NET	Famine Early Warning System Network
GAM	global acute malnutrition
M&E	monitoring and evaluation
MAM	moderate acute malnutrition
MDG	Millennium Development Goal
MUAC	mid-upper arm circumference
NGO	non-governmental organization
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
SMART	Standardized Monitoring and Assessment of Relief and Transitions
TSF	targeted supplementary feeding
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNICEF	United Nations Children's Fund
W/H	weight for height