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**Executive Board  
Third Regular Session**

**Rome, 20–24 October 2003**

## **EVALUATION REPORTS**

**Agenda item 6**

*For consideration*

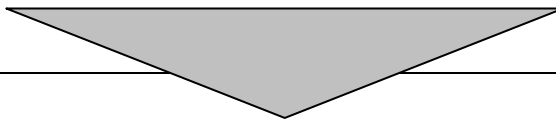


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## **SUMMARY REPORT OF THE MID-TERM EVALUATION OF COUNTRY PROGRAMME — BURKINA FASO (2000–2004)**

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# Note to the Executive Board



**This document is submitted for consideration to the Executive Board.**

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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# Executive Summary



The evaluation of this country programme highlights several points that are, for the most part, similar to those reported in other countries. The document is not accompanied by a logical framework, and the performance indicators will have to be revised. The objectives are often incoherent or too ambitious and do not facilitate synergies between partners or complementarity among activities, which are thereby limited. The role of food aid should be more clearly defined, and intervention strategies should be described, especially in the rural-development sector. Collaboration with external partners possessing skills and financial resources and with United Nations agencies should be increased to link activities, with the Inter-ministerial Steering Committee as a catalyst.

Other difficulties encountered during implementation require short-term planning; these are partly a result of lack of financing and the impossibility of foreseeing its regularity. Tonnages of food distributed do not necessarily reflect results obtained in terms of the objectives, and therefore should be analysed with circumspection. With regard to distribution, the primary healthcare support activity seems to work best, but in reality it is the adult literacy activity that has achieved definite results in relation to the desired objectives and based on the monitoring indicators. In the rural development activity, distribution of foodstuffs is making good progress, but the strategy needs to be better defined. The monitoring mechanism in place does not allow for evaluation of the immediate effects and medium-term results, and it is not possible to attribute all changes, in terms of the objectives, to WFP actions. There are, however, encouraging results in enrolment, success and drop-out rates in the literacy activity, and, as regards the healthcare activity, in the numbers of people attending the healthcare centres. Establishment of a database will help to improve monitoring, if greater attention is given to the quality and use of these data.

Broadening the basic-education support activity to include literacy and school-feeding components, and support for the HIV/AIDS project are encouraged, depending on progress in ongoing activities and evaluation of results. Most of these problems will be resolved in the framework of the next country programme.

## Draft Decision\*



The Board notes the recommendations contained in this evaluation report (WFP/EB.3/2003/6-A/2) and notes also the management action taken so far, as indicated in the associated information paper (WFP/EB.3/2003/INF/8). The Board encourages further action on these recommendations, with considerations raised during the discussion taken into account.

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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.



## SCOPE OF THE EVALUATION

1. The purpose of the evaluation mission's analyses and recommendations was to assess coverage of the country programme's (CP) objectives and their integration into government and United Nations priorities, coherence of the basic activities, accuracy of targeting and activity flexibility. The mission tried to assess whether it was possible to discern immediate impact and medium-term results in terms of the whole CP and for each basic activity. The mission<sup>1</sup> was in Burkina Faso from 27 January to 20 February 2003.

## OVERVIEW OF THE COUNTRY PROGRAMME

### Justification for WFP Aid

2. Burkina Faso, a landlocked country with a semi-arid climate and scant natural resources, is one of the least developed and poorest countries in the world, ranked 169<sup>th</sup> out of 175 countries listed.<sup>2</sup> The population is about 11.5 million; in 2002 the growth rate was just under 2.4 percent per annum. Average population density—44 inhabitants per square kilometer—is the highest in the Sahel and reflects no strong disparities. Density is less than 5 inhabitants per square kilometer in some areas but more than 100 inhabitants per square kilometer on the central plateau, where degradation of agricultural land is a major problem. Overall, the level of food security in Burkina Faso is acceptable. WFP has decided to concentrate its efforts in provinces with a chronic deficit.
3. Gross national product (GNP) grew by an average 5.6 percent per year between 1994 and 1999, double the rate in the previous decade. In spite of this large increase, per-capita GNP<sup>3</sup> is US\$220 per year, lower than in most neighbouring countries. Studies of poverty carried out between 1994 and 1998 show that the proportion of people living below the poverty line, set at CFA72,690,<sup>4</sup> reached 45 percent in 1998. Life expectancy is below 47 years; the gross school enrolment rate for children reached 41 percent in 1998–1999 (35 percent for girls) and adult literacy was estimated at 27 percent.<sup>5</sup> In 1998, maternal mortality was 484 per 100,000 births; infant mortality reached 105.3 per 1,000. Only 28 percent of children between 12 and 23 months have been completely vaccinated against the main childhood diseases. Malnutrition<sup>6</sup> (measured by weight:size) affects 29 percent of children under 5 and 14 percent of women of child-bearing age. Average

<sup>1</sup> The evaluation team consisted of one team leader expert in rural development, one expert in literacy and basic education and one expert in health and nutrition. One WFP evaluation officer in Rome participated in the first half of the mission.

<sup>2</sup> UNDP Human Development Report, 2002.

<sup>3</sup> In 1998, per-capita income in Burkina Faso was US\$325; it was US\$250 in Mali, US\$330 in Togo, US\$380 in Benin, US\$390 in Ghana and US\$700 in Côte d'Ivoire.

<sup>4</sup> CFA is the common currency of certain African countries, whose exchange rate is indexed to the Euro and formerly to the French franc. In February 2003, US\$1 = CFA611 at the United Nations exchange rate; in June 2003, US\$1 = CFA557.

<sup>5</sup> Ministry of Economy and Finance, Burkina Faso: Strategic Framework for Poverty Reduction.

<sup>6</sup> Burkina Faso Country Programme (WFP/EB.1/99/6/1).



prevalence of HIV/AIDS in Burkina Faso reached 6.5 percent in 2000,<sup>7</sup> making it the second most infected country in West Africa.

### The Country Programme and Its Basic Activities

4. The CP was approved in January 1999, initially for 2000–2004, for an estimated direct operational cost<sup>8</sup> of US\$19 million, requiring 36,000 tons of food. These resources were spread over the three basic activities: (i) Activity 1: rural development, 20 percent; (ii) Activity 2: support to basic education, 40 percent; and (iii) Activity 3: support to primary healthcare, 40 percent. The CP will terminate in 2005 in order to harmonize with the programming cycles of the United Nations agencies. The activities of the CP aim to:
  - reduce the vulnerability of populations faced with food insecurity and the effects of drought;
  - foster literacy education for women; and
  - improve the nutrition and healthcare of women and children in the target areas.
5. WFP has concentrated its activities in the eastern half of the country (25 provinces out of 45) with a view to improving geographic concentration and avoiding dispersion of aid and to strengthen synergies and complementarity of activities among United Nations agencies. The literacy and healthcare activities were to take place in 11 provinces; rural development covered all 25. The literacy intervention was later extended to all 25 provinces; only the primary healthcare interventions remain limited to 11 health districts (see Annex I).<sup>9</sup>

## ANALYTICAL BASIS AND STRATEGIC ORIENTATION OF THE CP

6. The CP conforms to the Government's framework for economic and social policy, as set out in the Letter of Intent for a Policy on Sustainable Human Development (1996–2005). In particular, it supports government policy in health and education, and the strategy for sustainable agricultural development to 2010. The CP is in line with the second and third priority challenges of the 2000 Common Country Assessment (CCA) (food security and social sectors) although it was formulated earlier, and with the United Nations Development Assistance Framework (UNDAF) 2001.
7. The CP was not the main point of reference in formulating activity summaries and operational contracts. There are inconsistencies between the CP and the other documents, especially in types of activities, objectives, the target population and expected results; this is partly a result of their having been formulated at different times. The CP document did not receive external support and does not include a logical framework.
8. Preparation of summaries, particularly those relating to rural development and literacy, was not a straightforward process: it was subject to the vagaries of reorientations whose justification, while certainly valid, did not always feature in the documents. These changes were caused by adaptations reflecting the general situation, such as formulation of the current pilot project for school feeding and HIV/AIDS interventions.

<sup>7</sup> UNAIDS/WHO: epidemiological record on HIV/AIDS and sexually transmitted diseases. Burkina Faso, updated 2000 (revised).

<sup>8</sup> Burkina Faso Country Programme (WFP/EB.1/99/6/1).

<sup>9</sup> The health districts roughly correspond to the provinces.



## Targeting

9. Geographic targeting is more suited to rural development and literacy than to healthcare: malnutrition is worse in the west of the country, whereas the area of intervention is concentrated in the east. Given the impossibility of making all priorities coincide, the area chosen seems excellent.

### Recommendation

- ⇒ Formulate a separate logical framework for each activity, which should nonetheless reflect the logic of the next CP. Formulate activity summaries at the same time as the next CP so as to establish objectives, geographic and group targeting and the results to be expected while providing flexibility in the choice of interventions.

## Coordination and Partnerships

10. Each basic activity has clearly identified counterparts in the technical ministries. Each ministry is responsible for annual approval of reciprocal financing. The Ministry of Foreign Affairs is the link between the Government and WFP for all political matters.
11. An Inter-ministerial CP Steering Committee was created in August 2002 under the auspices of the Ministry of Finance and Budget. It consists of a national directorate for each activity, a director of logistic management from the Ministry of Agriculture, Water and Fisheries, representatives from the Ministry of Foreign Affairs and Regional Cooperation, the Ministry for the Promotion of Women, the Ministry of Finance and Budget, and a WFP representative who is responsible for the committee's secretariat. The committee is in charge of the CP's political orientation and implementation and evaluation of the three basic activities.
12. WFP maintains partnerships with several bilateral and multilateral donors and non-governmental organizations (NGOs) in addition to its government partners. The nature of partnerships varies enormously from one activity to another. In the case of rural development, delayed activity start-up caused problems related to coordination with some partners because programming cycles were inflexible. Several coordination and synergy possibilities are now emerging, however. With regard to literacy, WFP establishes direct links with a number of partners with varied human and financial resources. Implementation of support in the healthcare sector depends mainly on state structures.

## Coordination between the Basic Activities

13. Although the framework, structures and personnel for coordination are in place, complementarity between activities is still limited, which is one of the major weaknesses of the CP. Such compartmentalization is particularly worrying because the cross-cutting literacy activity, which should strengthen the other two basic activities, operates almost in a vacuum. Lack of complementarity is partly explained by the belated official appointment of a national director, at the end of 2001, the recent appointment of focal points for each activity in decentralized state services, and delayed start-up of the rural-development activity in June 2002. Moreover, delay in setting up the Inter-ministerial Steering Committee and the informal nature of provincial coordination and joint decision-making have not helped the development of synergies.
14. The rare examples of complementarity between activities are the result of involvement by some of WFP's partners in various fields of action, for example NGOs becoming involved in literacy activities while supporting agricultural activities and, less frequently, healthcare.



### Recommendation

- ⇒ Seek to link activities serving the same areas and target groups, so as to ensure coherence and complementarity in WFP's interventions and synergy among partners; priority should be given to partners in literacy, technical training, rural development and primary healthcare.

### Staff and Programme-Support Systems and Procedures

15. Numerous technical and methodological supports have been provided, especially in logistic services, gender equality and the basic activities. Training in drafting logical frameworks has recently been provided.
16. Human resources appear to be adequate, including the staff profile and deployment across the territory. Representatives are assisted by a programme adviser, two programme officers and an administrative intern in the country office. The sub-offices in Dori and Fada are each headed by a chief.
17. WFP support mechanisms, especially monitoring services, are generally not effective enough. To achieve its complex objectives, WFP will have to limit monitoring to immediate impact and medium-term results. The indicators proposed in the operational contracts vary widely: the performance indicators, which are for the most part quantitative, enable measurement of inputs and are often mistakenly taken to be impact indicators, especially as regards maternal and infant mortality, which are not verifiable in the short term. To bridge this conceptual gap, towards the end of 2002 the country office began to build a computerized database for literacy activity, with some data already available from secondary sources; this should improve data analysis.

### Recommendation

- ⇒ The immediate challenge is to keep a reduced number of simple but significant performance indicators for each activity that can be gathered by WFP or that come from a secondary source, to enable qualitative analysis of the data so that changes can be assessed in terms of expected results, in line with the objectives.

18. Annex II shows the rates of food distribution by activity; rural development saw the lowest distribution rate over three years—27 percent of the planned quantities. This percentage reflects a delay in implementation, partly explained by a suspension of activities and exclusion of the construction of educational and healthcare facilities. There was a recovery in 2002, however, as a result of new interventions that carried out distribution of 91 percent of planned quantities. The distribution delay in the literacy activity over the first three years was less pronounced, with 39 percent of planned quantities delivered; but the activity had a lower rate of progress than in the two other activities in 2002, with 84 percent of the planned quantities. The regularity of distributions in the primary healthcare activity progressed normally from the outset, with 60 percent after three years, 94 percent in 2002, therefore 100 percent of the planned quantities.
19. Limited funding (see Annex III) and uncertainty regarding budget availability for the duration of the Programme, and even from one year to the next, make it difficult to establish medium-term plans. Only programme support and administrative (PSA) funds are regularly available, that is, US\$55,000 per year. In the first three years, only 26 percent of funds related to direct support costs (DSC) and 32 percent of internal transport, storage and handling (ITSH) costs, which are linked to volume, were covered; there was a substantial



increase in 2002, however: DSC coverage reached 61 percent and ITSH 52 percent. This increase corresponds to the increased volume distributed. Other direct operational costs (ODOC) were limited to US\$13,500 as opposed to a forecast US\$100,000; the figure is clearly insufficient to enable the country office to meet its commitments to the Government and partners. It should be noted, however, that supplementary amounts were received in 2000 and 2001. Budget availability is nonetheless below what it should be, given the scale of the task and the rate of distribution for the CP as a whole.

20. It is important to specify, however, that budgetary data on availability of food supplies does not take into account considerable surplus stocks from previous projects. It has been impossible to establish the precise quantities involved because of recent changes in common information and communications technology (ICT) systems, suspension of the rural development project in Burkina Faso and the mismatch between the termination dates of previous projects and commencement of the basic activities of the CP.

### **Gender Equality and Application of the Enabling Development Policy**

21. WFP's Commitments to Women are clearly in evidence, as women are the main beneficiaries of two of the three activities, and requests submitted by women have priority in rural development. The literacy campaign mainly benefits women.
22. The CP presents no major contradiction with the new Enabling Development policy. It is in conformity with the five objectives of that policy.<sup>10</sup> Moreover, directives concerning geographical targeting were essentially respected, although they were limiting in certain respects. Food aid constitutes an effective tool for the temporary alleviation of food insecurity in certain vulnerable households and groups.

## **CONTRIBUTION OF THE BASIC ACTIVITIES TO COUNTRY PROGRAMME OBJECTIVES: IMMEDIATE IMPACT AND MEDIUM-TERM RESULTS**

### **Rural Development (Basic Activity 1)**

23. The immediate objectives of this activity are: (i) to protect, recover and rehabilitate degraded or abandoned land, with a view to increasing arable areas; (ii) to increase availability of water resources in order to increase production and make it more secure; (iii) to create cereal banks as reserve stocks for villages in regions affected by climatic and commercial constraints; and (iv) to equip impoverished villages with healthcare and educational infrastructures.
24. The activity summary identified 28,000 recipients of food aid and 7,513 mt of food supplies. Certain components of this basic activity were excluded because of the delay in start-up and the resulting difficulty in harmonizing with partners' programming cycles. The activity resulted from a project suspended from 1999 to 2002, because of bad management, to enable corrective measures to be taken. The component providing support for constructing healthcare and educational facilities was cancelled because of other financial commitments. Excellent collaboration has developed recently between the Ministry of

<sup>10</sup> Objective 1: Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs. Objective 2: Enable poor households to invest in human capital through education and training. Objective 3: Make it possible for poor families to gain and preserve assets. Objective 4: Mitigate the effects of natural disasters in areas prone to recurring crises of this kind. Objective 5: Enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.





Agriculture, Water and Fisheries and WFP. Those responsible in WFP and the ministries collaborate in monitoring and evaluating, and make changes as required. Promotion of women's participation, a cross-cutting theme, is at times considered an objective in itself.

25. The Government asked WFP to support a campaign to create compost pits. Support was given for 13,000 pits, enabling production of 45,000 mt of organic matter that served to fertilize 15,000 ha. However, the few resources allocated to this component—1,500 mt over five years—require that immediate results to be maximized. In 2001, WFP agreed to give 10 mt of supplies for 55 village cereal banks to alleviate the effects of bad harvests. An evaluation showed that these banks were able to satisfy the food needs of 38,000 people for one month. Assessment of experience with cereal banks will be necessary.
26. In 2002 there were other interventions, notably building stone embankments, repair of culverts and management of ponds of small-scale irrigation systems. Late programming of these interventions prevented prior distribution of food supplies, so hot meals were not available. New measures by the Ministry of Agriculture, Water and Fisheries and appointment of focal points at the field level should improve synchronization.
27. Some results seem to have been achieved in spite of the above-mentioned problems and readjustments. Priority was given to the compost pits and cereal banks. The priority will be to revise the objectives in light of the expected results and available means and partners. The role of food aid will have to be defined in line with the objectives and performance indicators. The increase in agricultural production resulting from greater soil fertility brought about by the compost pits is highly desirable. This modification, however, must be included in the programme strategy; the same is true of the selection of villages to be equipped with cereal banks, which will be made according to an overall strategy. Support from present and potential partners will have to be mobilized<sup>11</sup> to re-evaluate resources allocated to rural development in line with needs. To achieve this, implementation in the near future of the decentralized programme supporting communities involved in the development process should be taken into account, which should considerably increase demand<sup>12</sup> and mobilize the population.

### Recommendations

- ⇒ Clearly define the role of food aid in rural development for each type of intervention, not only as reflected in the objectives but also in accordance with the expected changes revealed by the performance indicators, both immediate impact and medium-term results.
- ⇒ Ensure an overall strategy based on the objectives and choice of activities. The selected compost pits will benefit from land-recovery and intensification activities, with priority given to those with a technical framework and funding. Establish village food reserves and verify guidance measures such as committee formation, advice and supervision.

<sup>11</sup> Especially Germany, Austria, Denmark, France, the Netherlands and Switzerland.

<sup>12</sup> This is the successor to the national land-management programme, the “*Programme de développement rural à la base*” (Programme for Basic Rural Development), planned for 15 years and financed mainly by the World Bank.



## Support to Basic Education: Literacy (Basic Activity 2)

28. Food aid to basic education encourages people in target areas to participate in literacy courses. The activity has three objectives: (i) to contribute to increasing attendance at literacy centres; (ii) to contribute to increasing attendance and continuity among women during initial literacy training (ILT) and complementary basic training (CBT), at the end of which a person is declared literate; and (iii) to contribute to raising women's success rate by increasing their capacity for concentration and assimilation. The CP initially allocated 15 percent of food supplies for people training in specific skills, with special attention given to women's groups. The food aid reserved for this skills training has been reduced to 8 percent in the operational documents. Food aid encourages participation in literacy courses and provides a nutritional supplement. The activity envisages distribution of 14,189 mt over five years for 190,000 beneficiaries per year.
29. In addition, with a surplus of food supplies at the beginning of the CP, and in response to a request by the Ministry of Basic Education, WFP formulated a two-year pilot school feeding project. It is proposed that this project be implemented during the present CP. Provided the pilot school feeding project is started in 2003–2004 and depending on the results of its evaluation, WFP plans to extend it by integrating it into a basic activity supporting basic education, including literacy and school feeding.

### SUMMARY OF ENROLMENT, SUCCESS AND DROP-OUT RATES (ILT AND CBT)

| Literacy campaign                            |                  | 2000–2001                      |         | 2001–2002   |         |
|--|------------------|--------------------------------|---------|-------------|---------|
| Type of centre<br>(with or without food aid) |                  | Without aid                    | WFP aid | Without aid | WFP aid |
| <b>Cycle</b>                                 |                  | <b>Total (male and female)</b> |         |             |         |
| ILT + CBT                                    | Planned          | 190 000                        | 190 000 | 190 000     | 190 000 |
| ILT + CBT                                    | Real             | 115 000                        | 115 000 | 115 000     | 115 000 |
| ILT + CBT                                    | By centre        | 53 000                         | 62 000  | 47 000      | 68 000  |
| <b>Cycle</b>                                 | <b>Indicator</b> | <b>Percentage</b>              |         |             |         |
| ILT  | Enrolment        | 46                             | 54      | 41          | 59      |
| CBT  |                  | 28                             | 72      | 43          | 57      |
| ILT  | Success          | 63                             | 63      | 64          | 68      |
| CBT  |                  | 77                             | 84      | 80          | 82      |
| ILT  | Drop-out         | 16                             | 11      | 17          | 16      |
| CBT  |                  | 16                             | 12      | 18          | 14      |

30. The first two literacy campaigns in 2000–2001 and 2001–2002 achieved 60 percent of planned numbers each year. The numbers in WFP-supported centres were higher. Enrolment rates at WFP-supported centres account for half of the total in ILT and two thirds in CBT. The three indicators chosen show an advantage for centres receiving food aid except in the first cycle and the first campaign, where success rates are identical. It should be noted that there is a difference of more than 7 points at the end of the CBT cycle for success rates at centres supported by WFP. Moreover, enrolment and success rates are higher and drop-out rates are lower wherever WFP support exists. During the



second campaign, WFP-aided centres gained slightly in popularity for the ILT cycle; this decreased for the CBT cycle. The difference between the drop-out rates is minimal for the first cycle in the second campaign, but reaches 5 percent for the first cycle in the first campaign. In all these cases, drop-out rates in WFP-aided centres are lower. Distribution of food aid reserved for the third cycle was limited to about 3 percent, and is not shown in the table.

31. It is therefore possible to conclude that the objectives can be achieved, that it is not always easy to show the advantages of food aid in these centres and that the role of food aid is important in encouraging women to enrol and in limiting the number of drop-outs. It is, however, difficult to attribute the success rates to food aid because the monitoring systems cannot measure levels of attention, concentration and assimilation. Only enrolment, success and drop-out rates are recorded, and certain aspects will require particular attention. The objectives will need to be revised in the light of expected results and availability of means and partners. Potential roles and performance indicators must be taken into account. Greater attention should be given to the third cycle of specific skills training, which could lead to greater complementarity between activities. The goal of literacy education is not to supply certificates of literacy after the second CBT cycle, but to provide basic knowledge useful to individual and community development. This knowledge should therefore be maintained, enriched and developed in a third cycle, notably by acquiring scientific knowledge and techniques and learning basic French.

### Recommendations

- ⇒ Take into account the role of food aid in drafting objectives and performance indicators for the literacy activity, with emphasis on skills training. Monitoring mechanisms should be able to show progress by WFP-supported centres compared with others so as to highlight the advantages of food aid.
- ⇒ Increase the proportion of food aid allocated to the third cycle of basic literacy training in accordance with the initial plans (15 percent of the activity's total) so as to maintain, enrich and develop knowledge acquired during the first two cycles through skills training and post-literacy courses. Partners including such activities in their programming will receive priority.

### Support to Basic Health Care (Basic Activity 3)

32. According to the operational contract, this activity aims to: (i) increase regular attendance at health services through preventive and nutritional rehabilitation activities; (ii) improve at the health-centre level the nutrition of children and pregnant and lactating women at risk or in a state of malnutrition; (iii) improve at the community level the nutrition of children at risk or in a state of malnutrition; and (iv) promote health and nutrition education for pregnant and lactating women in the health centres and at the community level. Plans envisaged 170 healthcare training centres, including four centres for rehabilitation and nutritional education (CRNEs), benefiting from food aid. The selection criteria for healthcare training centres to receive this aid are: (i) a minimum package of activities including preventive prenatal check-ups for pregnant women and check-ups for newborn babies; (ii) a minimum of three healthcare agents; and (iii) establishment of the Bamako Initiative. This activity targets 53,000 people, which requires a commitment of 14,139 mt of food supplies.



33. Pregnant and lactating women who correspond to the selection criteria receive food aid in the form of six dry rations per month. Children from 6 to 59 months who are nutritionally vulnerable or in a state of slight or medium malnutrition benefit from a ration given to mothers for preparation of an enriched meal. Collaboration has been established between WFP and the Ministry of Health, but the national directorate lacks nutritionists.
34. Distribution of food products leads to increased attendance at health centres, reflected in an increase in the number of prenatal consultations in most of the regions where food is distributed; on the other hand, a decrease is evident when distribution is interrupted. Nutritional recovery is satisfactory in Barsologo, where there is a CRNE with adequate finances and human resources and where the staff and a religious community distribute enriched meals for malnourished children or children at risk of malnutrition in 50 pilot villages.
35. Rates of nutritional recovery in the health centres are low, and indeed difficult to verify. On one hand, staff are inadequately trained in malnutrition management techniques, and on the other, there are therapeutic gaps in the relevance of recovery strategies at the health centres and social welfare centres. The health-training management committees are not playing their part and are limited to assisting the chief. Greater involvement of the committees in collecting funds from mothers and using them to enrich meals would enable the mothers to play a more active role and raise their awareness of the basics of balanced nutrition. The community aspect of the activity has not developed as planned. The activity focal points in the various districts sometimes appear to have been chosen for their capacity to monitor inputs rather than to monitor results and take measures to improve the situation.
36. The statistics are not sufficient to draw conclusions. The conclusions of the evaluation of the previous project, presented to the Executive Board in May 1999, were highly critical and identified several difficulties encountered during implementation.<sup>13</sup> Among other things, the operation of CRNEs posed problems, and the mission recommended that the activity be integrated with the health and social welfare centres. It was also recommended that the national directorate and WFP establish a new, smaller monitoring unit.<sup>14</sup>
37. The only correlation with food aid in this field is increased attendance at health centres where food aid is distributed. The objectives for nutritional rehabilitation, improvement of nutrition levels and health and nutritional education at the community level cannot be achieved; they are too ambitious, given the lack of funds. It would be more realistic for activities to be limited to increasing attendance at health centres and to establishing a new objective for medical screening to improve the vaccination campaign for children and monitoring of pregnant women, and introduce more systematic screening for endemic diseases. The objective for nutritional improvement is desirable only where there are trained staff with equipment to carry out this activity. Certain points require special attention, such as reformulation of the objectives and establishment of a monitoring system for the activities. Finally, depending on the progress of ongoing activities and the evaluation of results, WFP should continue and strengthen support for the HIV/AIDS project, which is among the Government's priorities, specifying the role of food aid and monitoring the effects of this action.

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<sup>13</sup> Summary of the proceedings of the Second Regular Session of the Executive Board 1999 (WFP/EB.2/99/11, page 1).

<sup>14</sup> Evaluation Report: Summary—Mid-Term Evaluation of the Development Project Burkina Faso 4959.00 (WFP/EB.2/99/3/1; pages 9 and 10, paragraphs 38 and 41).



**Recommendations**

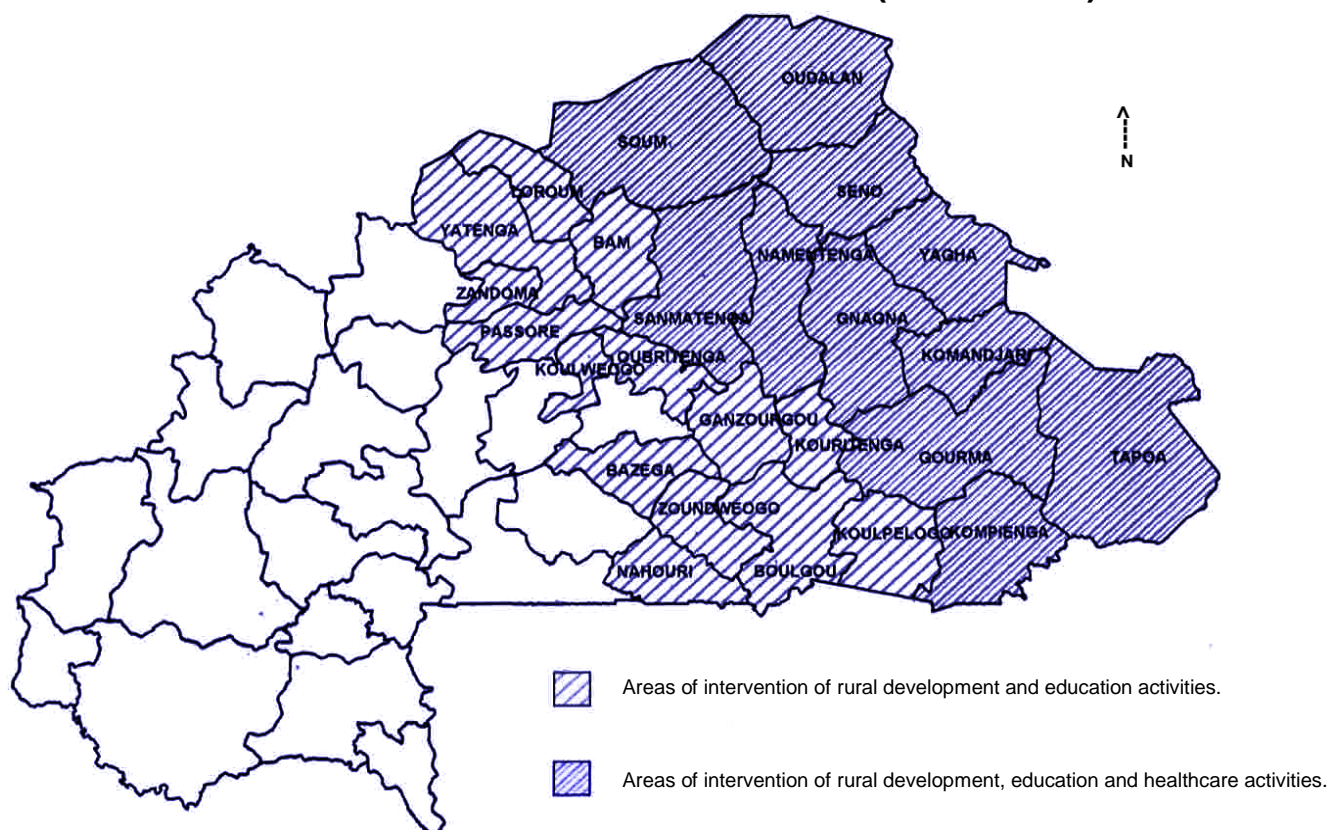
- ⇒ With the help of the logical framework, redefine the objectives and performance indicators in order to measure the impact of the health activity, and specify the role of food aid.
- ⇒ Strengthen partnerships with non-government participants specialized in nutrition to ensure satisfactory interventions, which should include a community-based strategy and nutritional training at the village level. Partners will be in charge of training health centre staff in nutritional rehabilitation and ensuring that management committees play a more important role.



## ANNEX I

## BURKINA FASO

## Areas of Intervention of WFP Activities (2000—2004)



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.



**BURKINA FASO FOOD AID DISTRIBUTION—PROGRESS REPORT  
CP 10000.0 (initial duration 2000–2004) AND WFP EMERGENCY OPERATION**

|  | Approved quantities (tons)            |                                       |   | Volume on 31 January 2003               |   | Percentage                               |                                   |                          |
|--|---------------------------------------|---------------------------------------|---|---|---|--|-----------------------------------|--------------------------|
|  | Total quantities of food (five years) | Annual theoretical average allocation | Theoretical average allocation over three years | Quantities actually distributed in 2002 | Quantities distributed during the first three years | Progress in three years <sup>1</sup> (%) | Progress in 2002 <sup>2</sup> (%) | Prorata <sup>3</sup> (%) |
|  | A                                     | B                                     | C   | D                                       | E   | F = E/A                                  | G = D/B                           | H = E/C                  |
| Rural development (20 percent) (activity 1; ex-6131)                 | 7 513                                 | 1 503                                 | 4 509   | 1 363                                   | 2 047   | 27                                       | 91                                | 45                       |
| Literacy (40 percent) (activity 2; ex-6130)                          | 14 189                                | 2 838                                 | 8 514   | 2 380                                   | 5 514   | 39                                       | 84                                | 65                       |
| Vulnerable groups (40 percent) (activity 3; ex-6129)                 | 14 139                                | 2 828                                 | 8 484   | 2 650                                   | 8 451   | 60                                       | 94                                | 100                      |
| <b>Total, CP (100 percent)<sup>4</sup></b>                           | <b>35 841</b>                         | <b>7 169</b>                          | <b>21 507</b>                                   | <b>6 393</b>                            | <b>16 012</b>                                       | <b>45</b>                                | <b>89</b>                         | <b>74</b>                |
| <b>Total, EMOP (victims of conflict in Côte d'Ivoire No 10245.0)</b> | <b>436</b>                            | <b>436</b>                            | <b>N/A</b>                                      | <b>88</b>                               | <b>N/A</b>  | <b>N/A</b>                               | <b>20</b>                         | <b>N/A</b>               |
| <b>GENERAL TOTAL</b>   | <b>36 277</b>                         | <b>7 605</b>                          | <b>N/A</b>                                      | <b>6 481</b>                            | <b>N/A</b>  | <b>N/A</b>                               | <b>85</b>                         | <b>N/A</b>               |

<sup>1</sup> F = E/A: Quantities actually distributed, after the first three years of CP implementation, compared with the forecast over the initial five-year duration of the CP, 2000–2004. The extension of one year is not taken into account in these calculations.

<sup>2</sup> G = D/B: Quantities actually distributed in 2002, compared with the theoretical annual average allocation.

<sup>3</sup> H = E/C: Quantities actually distributed, after the first three years (2000–2003) of CP implementation, as a proportion of the theoretical yearly average allocation over the same period.

<sup>4</sup> These amounts do not take into account surpluses left by previous projects that were available to the CP at the time of implementation.



**BURKINA FASO BUDGETARY AVAILABILITY—PROGRESS STATEMENT  
CP 10000.0 (2000–2004) AND WFP EMERGENCY OPERATION**

|  | Amount approved (dollars) |                                     |   | Budget 31 January 2003             |   | Percentage                               |                                   |                           |
|--|---------------------------|-------------------------------------|---|------------------------------------|---|--|-----------------------------------|---------------------------|
|  | Total over five years     | Annual theoretical average forecast | Theoretical average forecast over three years | Amounts actually available in 2002 | Amounts received during the first three years | Progress in three years <sup>1</sup> (%) | Progress in 2002 <sup>2</sup> (%) | Pro rata <sup>3</sup> (%) |
|  | A                         | B                                   | C   | D                                  | E   | F = E/A                                  | G = D/B                           | H = E/C                   |
| Administrative and programme support budget  | 275 000                   | 55 000                              | 165 000                                       | 55 000                             | 165 000                                       | 60                                       | 100                               | 100                       |
| Direct support costs                         | 1500 000                  | 300 000                             | 900 000                                       | 183 000                            | 394 500                                       | 26                                       | 61                                | 44                        |
| Other direct operational costs               | 0                         | 0                                   | 0   | 13 500                             | 13 500  | 0  | 0                                 | 0                         |
| Internal transport, warehousing and handling | 1 268 000                 | 254 000                             | 762 000                                       | 132 000                            | 403 000                                       | 32                                       | 52                                | 53                        |
| Other special allocations <sup>4</sup>       | 89 000                    | -                                   | -   | 0                                  | 89 000  |  |                                   |                           |
| <b>TOTAL<sup>5</sup></b>                     | <b>3 132 000</b>          | <b>609 000</b>                      | <b>1 827 000</b>                              | <b>383 000</b>                     | <b>1 065 000</b>                              |  |                                   |                           |

<sup>1</sup> F = E/A: Amounts actually received after three years of CP implementation compared with the forecasts over the initial five-year duration of the CP, 2000–2004.

<sup>2</sup> G = D/B: Amounts actually received in 2002, compared with the theoretical annual average forecast.

<sup>3</sup> H = E/C: Amounts actually received after the first three years (2000–2003) of CP implementation, as a proportion of the theoretical average forecast for the same period.

<sup>4</sup> The country office received a US\$28,000 supplementary budget (PAS) for security in 2001, and US\$61,000 for electric generators in 2002.

<sup>5</sup> These amounts do not take into account surpluses left by previous projects that were available to the CP at the time of implementation.





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## ACRONYMS USED IN THE DOCUMENT

|       |   |
|-------|---|
| CBT   | complementary basic training                        |
| CCA   | common country assessment                           |
| CP    | country programme                                   |
| CRNE  | centre for rehabilitation and nutritional education |
| DSC   | direct support costs                                |
| GNP   | gross national product                              |
| ICT   | information and communications technology           |
| ILT   | initial literacy training                           |
| ITSH  | internal transport, storage and handling            |
| NGO   | non-governmental organization                       |
| ODOC  | other direct operational costs                      |
| UNDAF | United Nations Development Assistance Framework     |
| UNDP  | United Nations Development Programme                |

