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Operational matters

**For information**

Executive Board documents are available on WFP's website (<http://executiveboard.wfp.org>).

## **Budget increase for Burkina Faso country programme 200163**

<b>Cost (United States dollars)</b>			
	<b>Current budget</b>	<b>Increase</b>	<b>Revised budget</b>
Food and related costs	44,608,289	3,978,121	48,586,410
Cash-based transfers and related costs	5,561,300	-	5,561,300
Capacity development and augmentation	2,197,954	1,741,277	3,939,231
<b>Total cost to WFP</b>	<b>66,473,372</b>	<b>7,659,145</b>	<b>74,132,517</b>

Gender marker code 2A

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

### **Decision**

The Board approved by correspondence the budget increase of USD 7,659,145 for Burkina Faso country programme 200163 with a 12-month extension from 1 January to 31 December 2018.

*22 September 2017*

#### **Focal points:**

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## Nature of the increase

1. This budget increase will fund a one-year extension of country programme 200163 in order to maintain current activities for developing sustainable and innovative solutions to persistent food insecurity and malnutrition in Burkina Faso, in line with the Government's development priorities for 2016–2020. The extension will align the country programme with the period of the interim country strategic plan (ICSP), from 1 January to 31 December 2018, allowing the country office sufficient time to undertake consultations for the preparation of a full country strategy plan, which will be presented to the Executive Board in November 2018. A national zero hunger strategic review is currently under way and will inform development of the CSP.
2. The revision maintains activities for school meals, the development of enhanced value chains for smallholders and the strengthening of local purchases and the national Purchase for Progress initiative. During the extension period, national capacity will be strengthened to ensure better identification, targeting and assistance of food-insecure and nutritionally vulnerable populations. Policy advice and technical support will be provided to enhance the management of food security, nutrition and school meals and the effectiveness of national and local mechanisms for emergency preparedness and response.
3. Specifically, the budget revision will:
  - fund 4,240 mt of additional food transfers, valued at USD 3,062,057;
  - cover an increase in external transport, landside transport, storage and handling and other direct operating costs of USD 873,713;
  - provide an additional USD 1,741,277 for capacity development and augmentation; and
  - cover an increase in direct support costs of USD 1,438,682.

## Justification for the extension and budget increase

### Summary of existing project activities

4. WFP currently operates two programmes in Burkina Faso: a country programme and a protracted relief and recovery operation (PRRO). This budget revision is proposed to fund the extension of the country programme; an extension of the PRRO will be requested separately.
5. Country programme 200163 contributes to food and nutrition security, particularly for women and children, through school meals in primary schools in two provinces of the Sahel region, with take-home rations for girls and the distribution of locally produced yogurt to replace imported SuperCereal; support for the prevention of chronic malnutrition through targeted supplementary feeding for children aged 6–23 months in the Sahel region, where malnutrition rates are the highest; food-by-prescription for anti-retroviral therapy (ART) clients, who receive SuperCereal, vegetable oil and cash-based transfers (CBTs); food assistance-for-assets activities to develop the resilience of vulnerable rural communities facing shocks and food insecurity; and promotion of enhanced agricultural value chains through local procurement from smallholder farmers and milk processing units operated by women's groups, which produce, collect and process milk into yogurt for the school meals programme, and food fortification.
6. PRRO 200793 addresses high levels of undernutrition and food insecurity through targeted supplementary feeding to treat moderate acute malnutrition in children aged 6–59 months and malnourished pregnant and lactating women; blanket supplementary feeding for the prevention of acute malnutrition in children aged 6–23 months; and food assistance-for-assets activities for men and women using CBTs. The PRRO also provides monthly general distributions of food and CBTs to Malian refugees living in situations of food insecurity or borderline food consumption in two official camps in the Sahel region.

## Conclusion and recommendations from the reassessment

7. This budget revision provides for part of WFP's support for Burkina Faso in its efforts to achieve zero hunger in line with the 2030 Agenda for Sustainable Development.
8. More than 2.4 million people are at risk of food insecurity and approximately 213,000 are food-insecure and unable to cover the basic food needs of their households. Cereal production for 2016/17 is estimated at 4.7 million mt – 12.3 percent higher than the previous season and 6.48 percent higher than the five-year average. Although cereals are available in local markets and price trends are lower than last year, prices have not returned to their pre-crisis levels of 2011 and food accessibility remains challenging for poor households, which account for an estimated 40.1 percent of the population.
9. The political and social unrest of 2014 was followed by the establishment of a transitional government, presidential elections in November 2015 and municipal elections in May 2016. The new government developed a national economic and social development plan, *Plan national de développement économique et social* (PNDES), which covers the period 2016–2020 and focuses on improving the nutrition status of women and children, improving access to quality education for all, promoting social protection activities and reducing social and gender inequalities.
10. To address the weaknesses identified in the PNDES as the underlying causes of the country's slow economic development, three strategic priorities have been defined:
  - to reform institutions and modernize administration;
  - to develop human capital; and
  - to revitalize promising sectors of the economy and employment.
11. In addressing the third of these priorities, the focus will be on:
  - developing a productive and resilient agriculture sector;
  - strengthening national capacities for the development and integrated management of water resources;
  - reversing trends in environmental degradation; and
  - developing sustainable natural resources.
12. The Government and the United Nations country team recommended that the current United Nations development assistance framework (UNDAF) be extended until December 2017 to facilitate the alignment of associated development programmes with national priorities. The forthcoming UNDAF will cover the period 2018–2020.
13. A mid-term external evaluation of the country programme carried out in April 2014 recommended refining targeting, improving partnerships and transferring responsibilities to the Government.<sup>1</sup> In 2015, WFP provided the Ministry of National Education and Literacy with technical and financial support for a workshop on applying the Systems Approach for Better Education Results (SABER) in school meals programmes. The report from the workshop called for the development of a national school meals policy and legislation for its implementation. The PNDES integrates school meals into its strategy for human capital development.
14. In May 2016 WFP organized the visit of a high-level delegation to the WFP Centre of Excellence against Hunger in Brazil. The delegation included representatives from ministries responsible for education, agriculture, the economy and finance, private companies in the agriculture sector and women's associations advocating for girls' education. During the visit, the Government committed itself to developing a national policy for school meals and nutrition, which will be drafted by experts from several ministries involved in the sector.

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<sup>1</sup> Patat, C. and Leturque, H. April 2014. *External evaluation of country programme*. IRAM/URD/AEDES/I. OEV/2013/022.

15. The Government-led pilot project for introducing fresh, local dairy products into school meals began in May 2015. The imported SuperCereal previously used for school breakfasts was replaced with fresh yogurt produced by small dairies run by local women's groups. An evaluation of this pilot confirmed that the project is relevant, effective and efficient, with positive educational outcomes. The evaluation also noted beneficial effects on milk processing units run by women, and on women yogurt producers, women and men stockbreeders and beneficiaries of school meals.
16. Progress in reducing gender inequalities is still needed. The country's score on the gender inequality index is 0.631, making it 144<sup>th</sup> of 155 countries in the 2015 index. Women and girls account for about 52 percent of the total population of 19 million people.<sup>2</sup> Females constitute 45.7 percent of the economically active population, of which 36.74 percent are involved in agriculture. About 12.86 percent of women are found in the tertiary sector. Households headed by men represent 90 percent of all households. In addition, women account for 1.7 percent of the total unemployed population and about 60 percent of agricultural workers are female. The illiteracy rate is high at 65.5 percent.<sup>3</sup> Various studies highlight the impact of gender inequalities on women's social, nutrition and economic status. In some regions, early marriage of girls is common, which could explain the low school attendance of girls: 52.6 percent of women in one study were married before they were 18 years of age.<sup>4</sup> Early marriage leads to early pregnancy and increased nutritional vulnerability among pregnant adolescent girls and their babies.
17. To support the national zero hunger strategic review process currently under way, WFP has deployed an expert to:
  - i) analyse the persistence of socio-cultural constraints in Burkina Faso, particularly those that exacerbate gender inequalities by contributing to the marginalization of women and girls and limiting their participation in development activities and decision-making in their communities and households;
  - ii) assess achievements and weaknesses in the areas of gender mainstreaming and ensuring protection in Burkina Faso, including with regard to nutrition, food security, access to markets and women's representation and leadership in community decision-making bodies;
  - iii) identify challenges related to gender inequality and suggest how WFP could use its assistance to help transform gender-based roles and relations and address the root causes of food insecurity and malnutrition; and
  - iv) draw on lessons learned and define strategies for and approaches to addressing major gender inequalities and protection risks, thus increasing WFP's contribution to SDG 5 by strengthening the capacities of national institutions.
18. The implementation of recommendations based on these assessments is expected to help reduce gender inequalities while promoting women's empowerment, in line with the WFP Gender Policy (2015–2020).

### **Purpose of extension and budget increase**

19. This 12-month extension will enable the country office to concentrate its activities in the geographical areas where needs are greatest and align them with Burkina Faso's development priorities, as outlined in the PNDES (2016–2020), the UNDAF (2018–2020) and the interim country strategic plan (T-ICSP) (2018).
20. The budget revision will also enable WFP to increase the impact of activities under the country programme while preparing for hand-over to the Government and expanding the opportunities for better collaboration and synergies through partnerships with United Nations agencies, non-governmental organizations, local associations and civil society organizations.

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<sup>2</sup> Burkina Faso National Institute of Statistics and Demography, 2016.

<sup>3</sup> PNDES, August 2016.

<sup>4</sup> National Institute of Statistics and Demography. 2010. *Enquête démographique et de santé et à indicateurs multiples*.

21. Given current resource constraints, support for school meals will be provided in only two of the four Sahel provinces: Séno and Soum, where the yogurt project is ongoing. In 2018, WFP will provide school meals to 77,000 targeted beneficiaries – 40,040 boys and 36,960 girls – distributing locally produced yogurt to 10,000 children and supporting 4,400 girls' education through conditional monthly take-home rations of cereals.
22. WFP will continue to promote the strengthening of agricultural value chains by providing support to men and women smallholder farmers, milk processing units and food fortification activities.
23. WFP plans to shift from providing food assistance to supporting policy implementation and capacity strengthening. A gradual hand-over will eventually lead to community-run and government financed programmes. It is expected that by 2030, both the Government and communities will be able to design, implement and manage food and nutrition security programmes.
24. Food-by-prescription for malnourished ART clients will be provided under PRRO 200793 along with resilience-building activities transferred from the country programme since the 2012 food crisis.
25. Support for the prevention of chronic malnutrition in the Sahel region through complementary feeding for children aged 6–23 months and food assistance for AIDS orphans has been suspended because of funding constraints.

TABLE 1: BENEFICIARIES BY COMPONENT AND ACTIVITY

Activity	Category of beneficiaries	Current			Increase/decrease			Revised		
		Boys/ men	Girls/ women	Total	Boys/ men	Girls/ women	Total	Boys/ men	Girls/ women	Total
<b>Component 1: Support for primary education</b>										
School meals	Primary school children	371 630	328 370	<b>700 000</b>	40 040	36 960	<b>77 000</b>	411 670	365 330	<b>777 000</b>
Take-home rations for girls	Primary school children	-	60 400	<b>60 400</b>		4 400	<b>4 400</b>	-	64 800	<b>64 800</b>
<b>Component 2: Nutritional support for vulnerable groups</b>										
TSF (transferred to the PRRO)	Children under 5	98 196	102 204	<b>200 400</b>	-	-	-	98 196	102 204	<b>200 400</b>
TSF (transferred to the PRRO)	Pregnant and lactating women	-	66 800	<b>66 800</b>	-	-	-	0	66 800	<b>66 800</b>
Complementary feeding (suspended)	Children aged 6–23 months	15 360	16 640	<b>32 000</b>	-	-	-	15 360	16 640	<b>32 000</b>
FbP (transferred to the PRRO)	ART clients	11 600	47 600	<b>59 200</b>	-	-	-	11 600	47 600	<b>59 200</b>
Food assistance (suspended)	AIDS orphans	10 800	12 000	<b>22 800</b>	-	-	-	10 800	12 000	<b>22 800</b>
<b>Component 3: Support for the rural economy in the context of climate change</b>										
Food assistance for assets (transferred to the PRRO)	Smallholders	44 000	46 000	<b>90 000</b>	-	-	-	44 000	46 000	<b>90 000</b>
<b>Component 4: Promotion of enhanced agricultural value chains and local purchases*</b>										
	Smallholder farmers, members of farmer and producer organizations and processors of fortified foods	19 200	20 800	<b>40 000</b>	5 768	6 576	<b>12 344</b>	24 968	27 376	<b>52 344</b>

Activity	Category of beneficiaries	Current			Increase/decrease			Revised		
		Boys/ men	Girls/ women	Total	Boys/ men	Girls/ women	Total	Boys/ men	Girls/ women	Total
<b>Component 5: Strengthening national capacity to improve the food security and nutrition status of vulnerable populations*</b>										
Advocacy, policy advice and support for decision-making in food security, nutrition, social protection, resilience and school meals programming	Government at the national and local levels	-	-	-	1 314	1 166	<b>2 480</b>	1 314	1 166	<b>2 480</b>
<b>Total without overlap</b>		<b>483 439</b>	<b>543 261</b>	<b>1 026 700</b>	<b>40 040</b>	<b>36 960</b>	<b>77 000</b>	<b>523 479</b>	<b>580 221</b>	<b>1 103 700</b>

\* Beneficiaries of components 4 and 5 do not receive food assistance. They are therefore excluded from the total numbers. FbP = food-by-prescription; TSF = targeted supplementary feeding.

## Food requirements

Activity	Food/CBTs	Food requirements (mt)/CBTs (USD)		
		Current	Increase	Revised total
<b>Component 1</b>				
School meals and take-home rations	Food	37 095	4 240	<b>41 335</b>
<b>Component 2 (suspended)</b>	-	-	-	-
Treatment of MAM – children aged 6–59 months	Food	4 356	-	<b>4 356</b>
Treatment of MAM – pregnant and lactating women	Food	1 726	-	<b>1 726</b>
Complementary feeding – children aged 6–23 months	Food	3 624	-	<b>3 624</b>
FbP – ART clients	Food	3 486	-	<b>3 486</b>
	CBTs	480 000	-	<b>480 000</b>
Assistance to AIDS orphans	Food	2 531	-	<b>2 531</b>
<b>Component 3 (suspended)</b>				
Food assistance for assets	Food	2 328	-	<b>2 328</b>
	CBTs	4 612 500	-	<b>4 612 500</b>
<b>Total</b>	<b>Food</b>	<b>55 146</b>	<b>4 240</b>	<b>59 386</b>
	<b>CBTs</b>	<b>5 092 500</b>	-	<b>5 092 500</b>

MAM = moderate acute malnutrition.

**Hazard/risk assessment and preparedness planning**

26. WFP is monitoring the social and political situation in Burkina Faso as several strikes and attacks in Soum district have been registered. The emergency preparedness and response package was reviewed in November 2016 and an inter-agency contingency plan addressing multiple risk scenarios is in place. WFP will revise its business continuity plan for maintaining essential activities in the event of a deterioration in security conditions.
27. In the event of a political crisis with social disorder and market disruptions or supply shortages, WFP plans to switch its food assistance from cash-based to food transfers or a combination of both and to coordinate its activities with the Government. WFP will establish secure distribution sites as close to beneficiaries as possible. A toll-free telephone number for collecting and responding to complaints from beneficiaries will be operational by the end of 2017.
28. Lack of donor contributions is another risk that could compromise the activities planned for the 12-month extension period. In 2014, financial constraints forced the country office to reduce its staff numbers and drastically reduce its activities. To improve funding levels, the country office has developed a strategy for proactive resource mobilization within Burkina Faso, which includes maintaining regular personal contact with existing and potential donors; sharing information about projects, results, innovations and shortfalls; and increasing the visibility of existing contributions. The country office has already mobilized resources for carrying out its activities in four regions. In collaboration with the West Africa Regional Bureau, the country office is also exploring opportunities for fundraising from non-traditional donors and the private sector and through special events. Shortfalls in resourcing persist, however, and some activities have been suspended, particularly school meals in two provinces, complementary feeding for children aged 6–23 months and support for AIDS orphans.
29. WFP has prepared a “concept of operations” document outlining its arrangements for addressing the risk of a post-election crisis in Burkina Faso. This will be revised to include the possible displacement of people living in Soum district should the security situation worsen.

## ANNEX I-A

<b>BUDGET REVISION COST BREAKDOWN</b>			
	<b>Quantity (mt)</b>	<b>Value (USD)</b>	<b>Value (USD)</b>
<b>Food</b>			
Cereals	2 392	1 180 619	
Pulses	499	318 336	
Oil and fats	249	170 145	
Mixed and blended food	651	285 243	
Others	449	1 107 713	
<b>Total food transfers</b>	<b>4 240</b>	<b>3 062 057</b>	
External transport		65 895	
Landside transport, storage and handling		592 630	
Other direct operational costs – food		257 539	
<b>Food and related costs<sup>1</sup></b>			<b>3 978 121</b>
<b>Capacity development and augmentation</b>			<b>1 741 277</b>
Direct operational costs			5 719 398
Direct support costs (see Annex I-B) <sup>2</sup>			1 438 682
<b>Total direct project costs</b>			<b>7 158 080</b>
Indirect support costs (7.0 percent) <sup>3</sup>			501 065
<b>TOTAL WFP COSTS</b>			<b>7 659 145</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 (USD)</b>	
<b>WFP staff and staff-related</b>	
Professional staff	341 968
General service staff	242 937
<b>Subtotal</b>	<b>584 905</b>
<b>Recurring and other</b>	<b>230 032</b>
<b>Capital equipment</b>	<b>194 016</b>
<b>Security</b>	<b>67 200</b>
<b>Travel and transportation</b>	<b>246 472</b>
<b>Assessments, evaluations and monitoring<sup>1</sup></b>	<b>116 057</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1 438 682</b>

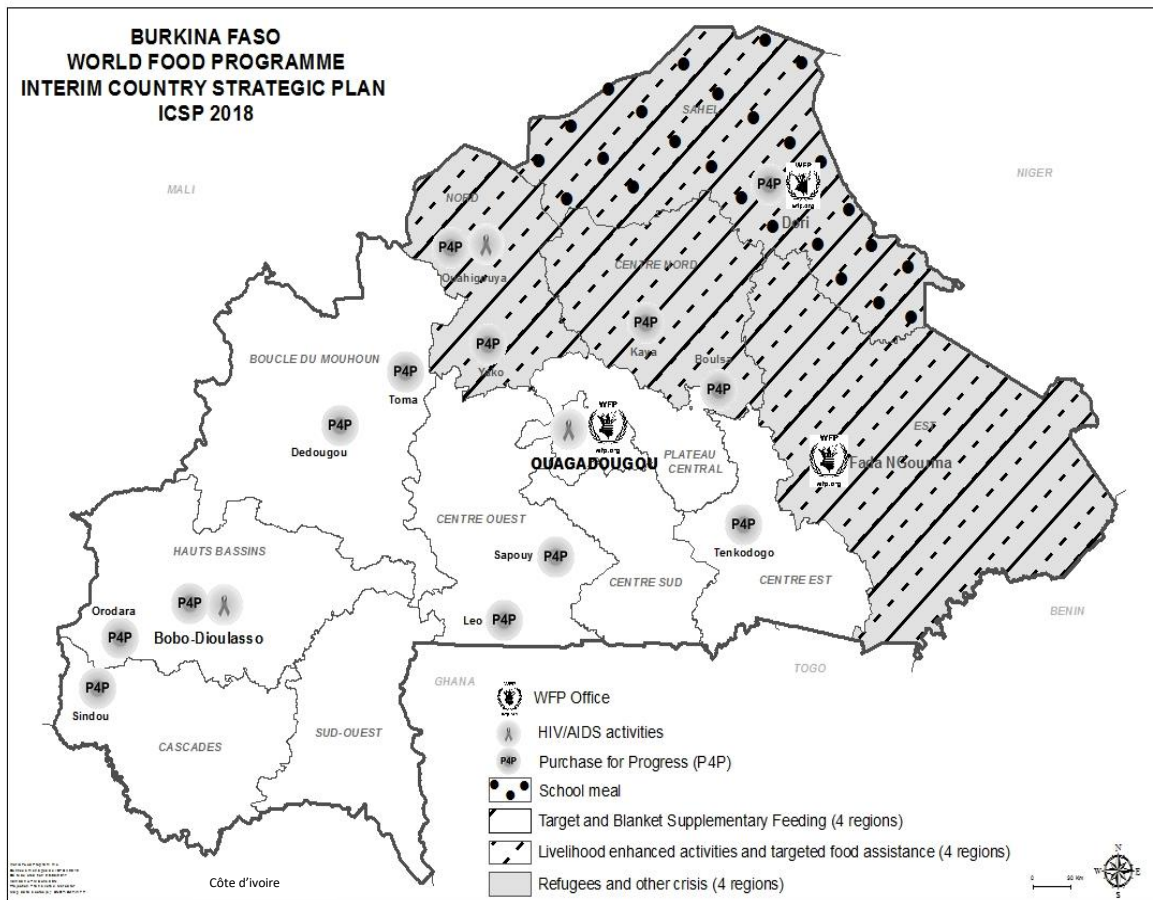
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<sup>1</sup> Reflects estimated costs when these activities are performed by third parties.

**ANNEX I-C**

<b>TRANSFER BY COMPONENT</b>						
	<b>Component 1</b>	<b>Component 2</b>	<b>Component 3</b>	<b>Component 4</b>	<b>Component 5</b>	<b>Total</b>
Food transfers ( <i>mt</i> )	4 240	-	-	-	-	<b>4 240</b>
Food transfers ( <i>USD</i> )	3 062 057	-	-	-	-	<b>3 062 057</b>
Capacity development and augmentation ( <i>USD</i> )						<b>1 741 277</b>

ANNEX II



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

**Acronyms used in the document**

ART	anti-retroviral therapy
CBT	cash-based transfer
FbP	food-by-prescription
MAM	moderate acute malnutrition
PNDES	<i>Plan national de développement économique et social</i> (national economic and social development plan)
UNDAF	United Nations development assistance framework