

BUDGET INCREASE 4 TO BURKINA FASO PROTRACTED RELIEF AND RECOVERY OPERATION 200054

Preventing Malnutrition and Protecting Livelihoods in Burkina Faso

Start date: 1/1/2010 End date: 31/12/2012
Extension period: 3 months New end date: 30/3/2013

	Current Budget	Cost (United States dollars)	
		Increase	Revised Budget
Food cost	35,582,423	1,865,440	37,447,863
Cash cost	9,641,718	2,760,000	12,401,718
External transport	2,607,787	115,425	2,723,212
LTSH ¹	8,737,451	188,905	8,926,356
ODOC	4,463,942	0	4,463,942
DSC	7,014,019	0	7,014,019
ISC (7%) ²	4,763,314	345,084	5,108,398
Total WFP cost (US\$)	72,810,654	5,274,854	78,085,508

NATURE OF THE INCREASE

1. This revision to WFP's protracted relief and recovery operation (PRRO) 200054 "Preventing Malnutrition and Protecting Livelihoods in Burkina Faso" proposes a three-month extension-in-time to enable WFP to maintain support to populations severely affected by the 2012 food and nutrition crisis, until a new PRRO is approved by the Executive Board.³ Between January to March 2013, PRRO interventions will focus on:
 - the treatment of moderate acute malnutrition (MAM) through targeted supplementary feeding for children aged 6-59 months and malnourished pregnant and lactating women, to reach a planned 85,000 beneficiaries;
 - rebuilding and restoring livelihoods through cash-for-assets (CFA) activities for 20,000 participants (120,000 beneficiaries).
2. The specific revisions to the budget are additional requirements for:
 - 933 mt of food, valued at US\$1.9 million, plus cash transfers of US\$2.8 million;
 - associated costs of US\$304,000 comprising external transport, landside transport, storage and handling; and,
 - indirect support costs of US\$345,000.

³ PRRO 200509 "Building Resilience and Reducing Malnutrition in Burkina Faso" will be presented to the Executive Board for approval in February 2013, to commence 1 April 2013.

JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

Summary of existing project activities

3. PRRO 200054 was launched in January 2010 to respond to the nutrition situation in Burkina Faso. The PRRO aims to reduce acute malnutrition to below serious⁴ levels by focusing on both the prevention and treatment of acute malnutrition (Strategic Objective 1).⁵ Under the relief component, targeted supplementary feeding supports the rehabilitation of moderately malnourished children under 5 and pregnant and lactating women. Prevention of malnutrition activities include distribution of a ration to children under 2 during the lean season. While nutrition activities were initially planned for eight regions, due to resource constraints, WFP had to prioritize the most vulnerable regions – East, North and Sahel. The PRRO includes activities to strengthen the Government's capacity to respond to food security crises (Strategic Objective 2).⁶
4. The PRRO complements the country programme (CP) 2011-2015, which aims to reduce chronic food insecurity and support disaster-prevention measures, targeting the same three most vulnerable regions of Burkina Faso (East, North and Sahel). Due to the recent Sahel food crisis and the consequent extension of PRRO activities into the same geographical areas targeted by the CP, some CP activities have been suspended. The CP now focuses on school feeding, nutrition assistance to people living with HIV and support to food processing and fortification. Nutrition interventions implemented under the PRRO will shift to the CP when the prevalence of global acute malnutrition (GAM) falls below 10 percent in the targeted regions.
5. Previous revisions to this PRRO have: i) expanded the treatment of moderate acute malnutrition among children aged 6-59 months and pregnant and lactating women (targeted supplementary feeding) and prevention of acute malnutrition among children aged 6-23 months (blanket supplementary feeding); ii) introduced cash/food-for-assets activities to assist food-insecure households in the same regions as the nutrition activities,⁷ which are food-insecure and where GAM is above 10 percent; and iii) introduced targeted food assistance during the lean season (July-October) in the highly food-insecure regions.
6. Following insecurity in northern Mali, WFP provided general food distributions from March-May 2012 to 25,000 Malian refugees and 7,500 host community members under an immediate response emergency operation (200405). From June 2012, WFP has been supporting Malian refugees in Burkina Faso and other countries through a regional emergency operation (200438), while assistance the host community, affected by the drought, continued under this PRRO, mainly in the Sahel region.
7. WFP and the Food and Agriculture Organization of the United Nations (FAO) have a joint disaster and risk reduction roadmap to: i) streamline respective activities and targeting; ii) strengthen the capacities of small-scale producers; iii) reinforce the national early warning system; and iv) coordinate support to land rehabilitation and agricultural development. WFP and the United Nations Children's Fund (UNICEF) have a new memorandum of understanding in Burkina Faso which aims to: i) reinforce synergies to increase the coverage of treatment of moderate acute malnutrition; ii) reduce the prevalence of chronic malnutrition of children under 5 through food fortification and infant/young child feeding; iii) improve the coordination of monitoring and evaluation (M&E) of the two agencies; and iv) optimize technical support to the Government.

⁴ Global acute malnutrition (wasting) prevalence 5-9 percent is "poor", 10-14 percent is "serious" and above 15 percent is "critical". WHO 1995. Cut-off values for public health significance. www.who.int/nutgrowthb/en

⁵ Strategic Objective 1: Save lives and protect livelihoods in emergencies.

⁶ Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures.

⁷ Sahel, East, North, Centre-East, Centre-North, Centre-West, Boucle de Mouhoun.

Conclusion and recommendation of the re-assessment

8. A joint WFP/Government emergency food security assessment (EFSA) in April 2012 in the ten regions which experienced a deficit in the 2011/12 harvest,⁸ showed that 8 percent of households were “severely” food-insecure and 48 percent had “borderline” food consumption. During the lean season (July-October), low household food stocks and insufficient household production triggered negative and unsustainable coping mechanisms in food-insecure populations, including: selling assets such as reproductive livestock; going into debt to buy food on credit; migrating in search of work; and reducing the quantity and quality of food consumed. A follow-up EFSA in September 2012 estimated that 1.7 million people in Burkina Faso remain “at risk” of food insecurity and will be unable to meet their food needs three months after the 2012 harvest.⁹
9. With harvest prospects in 2012/2013 more favourable after regular and sufficient rainfall in most parts of the country, grain prices are expected to decrease compared with the 2012 lean season but will remain higher than the average of the last five years. While local coarse grain prices have started to drop slightly in some urban markets (by up to 10 percent in Ouagadougou), food prices remain very high in Sahel, North and East regions. In the pastoralist areas, the terms of trade between the price of livestock and the price of millet have generally been declining since the beginning of 2012, reducing the ability of herders to purchase food. The severe depletion of very poor and poor households’ assets due to frequent shocks has seriously reduced food security and leaves households fragile and vulnerable to further shocks.
10. Past experience has shown that during the post-harvest period when households’ schedules are more flexible, health centres usually have an influx of visits and a consequent rise in the detection of new cases of malnutrition and infectious diseases. WFP will ensure beneficiaries registered in November/December can complete their three-month malnutrition treatment.
11. Findings from a multi-stakeholder Standardized Monitoring and Assessment of Relief and Transitions (SMART) nutrition survey¹⁰ across the thirteen regions of the country and a joint Government/WFP country-wide vulnerability study are expected in early-2013. The results of these two studies will help inform WFP’s strategy to improve livelihoods and build the resilience of vulnerable, food-insecure populations. WFP will be in line with the Government’s forthcoming national policies on agricultural support and social protection, which emphasize the strengthening of social safety nets, and will complement the CP.

Purpose of extension-in-time and budget increase

12. This revision will enable WFP to maintain support to the Government’s efforts to respond to the medium-term and long-term impact of the 2012 food and nutrition crisis, by continuing to:
 - treat moderate acute malnutrition in children 6-59 months and malnourished pregnant and lactating women (Strategic Objective 1); and
 - support recovery and rehabilitation of livelihoods through cash-for-assets (CFA) activities for vulnerable populations (Strategic Objective 3).¹¹

The extension of the PRRO up to end of March 2013 will also provide a bridge until the start of the next operation and an opportunity to develop WFP’s strategy to support and strengthen the resilience of communities to shocks.

⁸ Ministry of Agriculture, February 2012. *Résultats définitifs de la campagne agricole et de la situation alimentaire et nutritionnelle 2011/2012* (Crop Assessment Results).

⁹ FAO-FEWS NET-WFP. EFSA. October 2012.

¹⁰ This survey is conducted annually. Data collected started in August 2012 by the Government, UNICEF, WFP, the World Bank and key NGO partners.

¹¹ Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

Treatment of moderate acute malnutrition

13. In line with the national protocol for the management of acute malnutrition, children aged 6-59 months with moderate acute malnutrition and malnourished pregnant and lactating women will be assisted through targeted supplementary feeding. The ration will be Plumpy'Sup™ (92g per day) for children and Super Cereal (sugar pre-mix) and vegetable oil for women. Women and children will be evaluated every two weeks and discharged based on their nutritional status or a three-month maximum duration.¹² The number of targeted women and children is based on estimations of current population, malnutrition prevalence and incidence, and implementation capacity. Targeted supplementary feeding will continue in the same seven regions (Boucle de Mouhoun, Centre-East, Centre-North, Centre-West, East, North, and Sahel) until March 2013.

Asset creation

14. WFP will continue assisting 120,000 beneficiaries (20,000 participants) through cash-for-assets (CFA) activities in seven out of the ten affected regions (Boucle de Mouhoun, Centre-East, Centre-North, Centre-South, Centre-West, East, North, and the Sahel). The selection of participating households, as well as the identification and planning of projects, will be undertaken in consultation with regional authorities, government technical staff and local communities. Projects are expected to include water conservation, soil rehabilitation and road rehabilitation to support recovery and rebuild livelihoods. Activities will be aligned with local work norms, and will not attribute heavy labour tasks to women.
15. Activities will start immediately after the harvest, when sufficient basic food commodities are expected to be available in the markets. Instead of the combined transfer modality of cash and food that WFP used during the lean season, only cash transfers will be used January-March in view of the increased food availability on the local markets post-harvest. Cash transfers are more feasible to implement than voucher transfers because of the wide geographical coverage across mainly rural areas and the limited availability of shopkeepers to contract. Furthermore, the results of an internal evaluation of EMOP 200196 ("Post-Flood Livelihoods Recovery") showed 76 percent of the cash received by beneficiaries was spent on food. The risk of misuse of cash is considered minimal.
16. Each participant will receive US\$2.30 (1,200 FCFA) per day worked as the standard daily CFA payment and equivalent to 75 percent of the local agricultural daily wage. Participants will work for 20 days each month, for a total wage of US\$46 (24,000 FCFA) per month. Cash payments to beneficiaries will be through a microfinance institution while implementation of the activities will be supported by established cooperating partners with the required technical expertise.
17. Market surveillance will be ensured through regular field monitoring, as well as by the Government's weekly market monitoring system (*Système d'Information des Marchés*). Discussions are ongoing to extend the market monitoring system of the National Society of Safety Stock Management (*Société Nationale de Gestion du Stock de Sécurité* - a government institution providing Burkina Faso's official market information) to improve the information on markets. WFP will provide training to support this process.
18. WFP plans to work with several government initiatives, including its sustainable development programme (*Programme de Développement Durable*) and its upland rice project (*Projet de Riz Pluvial*).

¹² While it is being revised to reflect international standards, the national protocol presently indicates that duration of treatment is 90 days for malnourished pregnant and lactating women.

TABLE 1. BENEFICIARIES BY ACTIVITY				
Activity	Category of Beneficiaries	Present	Revised	Total
Targeted food assistance		610,000	-	610,000
Targeted cash assistance		555,000	-	555,000
Cash/food for Assets		123,000	-	123,000 ¹³
Blanket supplementary feeding for prevention of acute malnutrition	Children 6-23 months	488,000	-	488,000
	Pregnant/lactating women	51,000	-	51,000
Support to therapeutic feeding centres	Accompanying mothers	5,500	-	5,500
Targeted supplementary feeding for treatment of MAM	Children aged 6-59 months	678,000	69,000	747,000
	Pregnant/lactating women	213,000	16,000	229,000
Adjusted Total¹⁴		2,583,500	85,000	2,788,000

FOOD REQUIREMENTS

18. The PRRO's three-month extension-in-time requires an increase in food of 933 mt valued at US\$1.9 million and US\$ 2.8 million is required for cash transfers (see Table 2 and Annex I). As funding for planned direct support costs (DSC) and other direct operational costs (ODOC) expenditures has been secured, no additional DSC or ODOC is required under this budget revision (see Annex I).

TABLE 2. FOOD/CASH REQUIREMENTS BY ACTIVITY				
		Food (mt) and cash (US\$) requirements		
Activity	Commodity/Cash	Present	Increase	Revised
Targeted food distribution	Commodity	15,551	0	15,551
Targeted cash distribution	Cash	8,411,103	0	8,411,103
Cash for assets (US\$)	Cash	1,230,615	2,760,000	3,990,615
Food for assets	Commodity	588	0	588
Targeted supplementary feeding for treatment of MAM	Children aged 6-59 months	11,831	568	12,399
	Pregnant and lactating women	4,767	365	5,132
Support to therapeutic feeding centres	Accompanying mothers	17	0	17
Blanket supplementary feeding for prevention of acute malnutrition	Children aged 6-23 months	6,326	0	6,326
	Pregnant and lactating women	1,222	0	1,222
Total (mt)		40,302	933	41,235
TOTAL (US\$)		9,641,718	2,760,000	12,401,718

¹³ The CFA beneficiaries for 2013 overlap with those from 2012 and therefore are not additional.

¹⁴ These total figures take into account overlap between the various activities.

RISK MANAGEMENT

Contextual risks

19. The volatile situation in northern Mali, including the presence of disruptive armed groups, is increasingly affecting security in Burkina Faso, especially the areas bordering Mali. Furthermore, the conflict in northern Mali could draw disruptive elements, such as *Al Qaida au Maghreb Islamique*, into the country. The security and safety of WFP staff based in these areas are of concern and operations may need adjustments.
20. The presence of Malian refugees is placing a heavy burden on a chronically fragile food security situation, particularly in Sahel region, and tensions between refugees and the host population already exist. Military interventions in northern Mali could result in additional refugees, exacerbating difficulties in two of the regions with WFP activities - Sahel and North.

Programmatic risks

21. WFP will continue to collaborate with the national Early Warning System, Famine Early Warning Systems Network (FEWS-NET), FAO, the Permanent Interstate Committee for Drought Control in the Sahel (*Comité Inter-Etats de Lutte contre la Sécheresse au Sahel*) and other partners to monitor food security and provide early warning of crises, such as floods, drought or locusts. WFP is supporting the Government through both monitoring the implementation of the response plan with the National Food Security Council (*Conseil National de Sécurité Alimentaire*) and the harvest and food security survey with the responsible line Ministry (*Direction Générale des Pistes Rurales*). WFP's regular field visits and monitoring also provide information on food security.
22. For cash transfers, the risks include inflation, market functionality, food availability, insecurity, misuse of cash and the capacity of partners to scale up to planned levels. A macro-risk analysis and contingency plan have been developed with the Government and partners to identify risks, potential implications and mitigation measures. These include monitoring prices, adjusting the cash transfer values, and potentially shifting to other transfer modalities.

Institutional risks

23. Early mobilization of the additional resources is important for WFP to implement activities as planned. WFP continues to liaise with the donor community to stress the need for support to the affected population in the aftermath of the food and nutrition crisis. WFP's internal advance funding mechanisms, including the forward purchasing facility, would mitigate part of the risk of late funding.

Security Risk Management

24. WFP is in close contact with United Nations Department of Safety and Security and WFP Burkina Faso currently employs a security officer. The United Nations Security Management Team in Burkina Faso has determined the country's security to be Level 1 except in Sahel Region, which is currently at Level 2.¹⁵ WFP will ensure compliance with operational security standards and security telecommunications requirements.

¹⁵ The United Nations Security Level System has six levels from 1 (least dangerous environment) to 6 (most dangerous environment). 1 = Minimal, 2 = Low, 3 = Moderate, 4 = Substantial, 5 = High, and 6 = Extreme.

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ANNEX I

BUDGET INCREASE COST BREAKDOWN			
Food ¹⁶	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	0	0	
Pulses	0	0	
Oil and fat	22	23,100	
Mixed and blended food	911	1,842,340	
Total food	933	1,865,440	
Cash transfers		2,760,000	
Subtotal food and transfers			4,625,440
External transport			115,425
Landside transport, storage and handling			188,905
Total WFP direct costs			4,929,770
Indirect support costs (7.0 percent)			345,084
TOTAL WFP COSTS			5,274,854

¹⁶This is a notional food basket for budgeting and approval. The contents may vary.

ACRONYMS USED IN THE DOCUMENT

CFA	cash for assets
CP	country programme
DSC	direct support costs
EFSA	emergency food security assessment
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FCFA	<i>Communauté financière d'Afrique</i> (Financial Community of Africa) franc
FEWS-NET	Famine Early-Warning System Network
GAM	global acute malnutrition
HIV	human immunodeficiency virus
M&E	monitoring and evaluation
MAM	moderate acute malnutrition
ODOC	other direct operational costs
PRRO	protracted relief and recovery operation
SMART	Standardized Monitoring and Assessment of Relief and Transitions
UNICEF	United Nations Children's Fund
WFP	United Nations World Food Programme