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PROJECTS FOR EXECUTIVE BOARD APPROVAL

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PROTRACTED RELIEF AND RECOVERY OPERATION BURUNDI 10528.1

**Support for Stabilization and Recovery:
Protecting and Creating Livelihoods and
Improving the Nutritional Status of the Most
Vulnerable**

Number of beneficiaries	1,100,000 annually
Duration of project	24 months (1 January 2009–31 December 2010)
WFP food tonnage	123,154 mt
Cost (United States dollars)	
WFP food cost	80,006,688
Total cost to WFP	139,180,815

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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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EXECUTIVE SUMMARY

After a decade of civil war and a three-year transition, Burundi held its first successful post-war democratic elections in August 2005. The political and security situation in the country remains unpredictable, with ongoing peace talks with the last rebel group *Front national de libération* – Palipehutu.

Burundi has high population density and limited natural resources; most Burundians depend on subsistence farming. Despite recent improvements in the political situation, long-term effects of the crisis and widespread food insecurity are expected to persist. Humanitarian assistance is still needed to address the needs of the most vulnerable, including returnees and refugees. Rising food prices also impact vulnerable people in both rural and urban areas.

In 2009–2010, WFP will support the recovery process, work to mitigate the effects of the protracted crisis, and prepare for a hand-over of activities and for a shift to development and joint United Nations programming beyond 2010. WFP's strategy is consistent with Millennium Development Goals 1–7, the Poverty Reduction Strategy Paper (2006–2010) and the United Nations Integrated Framework for Peace Consolidation, which reflects government priorities in disarmament and reintegration, HIV and AIDS, restoration of basic services, improved food security and promotion of livelihoods.

WFP assistance will focus on six provinces characterized by high levels of food insecurity. The relief component includes general food distribution and support for vulnerable groups; recovery interventions comprise school feeding, asset creation, skills training and nutrition programmes, including support for people living with HIV. WFP's priority will be to save lives, and to support nutrition and livelihood initiatives fostering recovery and resilience to shocks. WFP will strengthen partnerships with the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development and the World Bank to enhance agricultural development compatible with environmental rehabilitation.

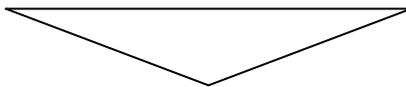
Geographic and beneficiary targeting is based on a WFP secondary data analysis, the Food Security Monitoring System of WFP and the Food and Agriculture Organization of the United Nations and the recommendations of 2008 programme reviews.¹ Adjustments will be made as required against the results of the September 2008 comprehensive food security and vulnerability analysis.

The new operation is in line with WFP's Strategic Objectives 1–4.

¹ Technical review by the Regional Bureau for Southern, Central and Eastern Africa (OMJ) in March 2008; mid-term review in March 2008.



DRAFT DECISION*



The Board approves the proposed PRRO Burundi 10528.1 “Support for Stabilization and Recovery: Protecting and Creating Livelihoods and Improving the Nutritional Status of the Most Vulnerable” (WFP/EB.2/2008/8-B/1).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations (document WFP/EB.2/2008/15) issued at the end of the session.



SITUATION ANALYSIS AND SCENARIOS

Overall Context

1. The assassination of Burundi's first democratically elected president in October 1993 led to a decade of conflict that resulted in 300,000 deaths and left 1.4 million internally displaced persons (IDPs) and refugees in neighbouring countries; it also led to the emergence of a category of vulnerable groups comprising war orphans (estimated at 25,000)² and handicapped and chronically ill people.
2. A 2003 power-sharing agreement between the Government and rebel factions paved the way for a transition that led to an integrated defence force, a new constitution and free elections in 2005. The current Government signed a ceasefire in September 2006 with the last active rebel group, the Palipehutu-FNL (*Parti pour la libération du peuple hutu-Front national de libération*), but many challenges remain.
3. Burundi was relatively secure until April 2008, when renewed conflict between the national army and FNL rebels in the provinces of Bujumbura–Rural, Bubanza, Cibitoke and Ruyigi caused the situation to deteriorate. Talks in May 2008 led to the signing of a declaration of cessation of hostilities, but the situation remains unpredictable.
4. Conflict between government forces and rebels in the neighbouring Democratic Republic of the Congo (DRC) has caused sporadic displacements of Congolese refugees into Burundi.
5. The announcement by the Government of Tanzania that it would close Burundian camps by the end of 2008 helped to expedite consolidation of the camps; as a result the rate of repatriation increased to up to 15,000 people per month. Assistance for an estimated 35,000 returnees will continue into 2009.³
6. Burundi is a landlocked, resource-poor country with an underdeveloped manufacturing sector; 90 percent of the population depend on subsistence agriculture. Economic growth depends on coffee and tea exports, which account for 90 percent of foreign exchange earnings.⁴
7. Poverty levels are increasing: in 2004, an estimated 70 percent of the population was living below the poverty line;⁴ per capita income decreased from US\$200 in 2000 to US\$106 in 2005.⁴ Burundi ranked 167th of 177 countries in the 2007 United Nations Development Programme (UNDP) Human Development Index.
8. Burundi's gross domestic product (GDP) grew by 5 percent in 2006, but fell below 4 percent in 2007. Relative political stability has improved aid flows, and economic activity has increased. But high poverty rates, poor education rates, a weak judiciary and low administrative capacity could undermine planned economic reforms. Burundi will remain heavily dependent on aid.
9. In 2005, the net primary school enrolment rate was 60 percent; public expenditure on education was 5.1 percent of the national budget.⁴ Only 4 percent of GDP was spent on health; maternal mortality at 1,100 per 100,000 and infant mortality at 114 per 1,000 are among the highest in Africa.⁴ Average life expectancy is 48.5 years. The number of people

² United Nations Strategic Framework for Peace Consolidation in Burundi.

³ Office of the United Nations High Commissioner for Refugees (UNHCR).

⁴ 2005 UNDP Human Development Report.



living with HIV is estimated at 390,000; the prevalence rate was 3.4 percent in 2005. Women's participation in decision-making and access to resources are limited.

The Food Security and Nutrition Situation

10. Burundi is a low-income, food-deficit country with food shortages averaging 350,000–400,000 mt annually. The World Bank reports⁵ that: i) 34 percent of Burundians are extremely food-insecure with a daily calorie intake below 1,400 kcal; ii) 29 percent are food-insecure with 1,400–2,100 kcal; iii) 18 percent are moderately food-insecure; and iv) 19 percent are generally food-secure. The main food sources are farming and markets. WFP's 2008 secondary data analysis (SDA), which included data from 18 studies conducted since 2004, identified the provinces of Kirundo, Ngozi, Kayanza, Karuzi, Muyinga and Ruyigi as the most food-insecure.
11. The inter-related causes of food insecurity are mainly conflict, limited access to land, plant disease, poor management of agriculture, soil, water and land, environmental degradation and climatic shocks. Population pressure is high at 288 people per km², which will increase as the numbers of returnees and refugees rise and could lead to disputes over natural resources.
12. According to a 2007 nutrition survey by the United Nations Children's Fund (UNICEF), provincial disparities in rates of global acute malnutrition among children under 5 range from Bubanza with 6.3 percent to Rutana with 11.5 percent. The national average for chronic malnutrition is 46 percent; the highest rate is 56.2 percent in Muyinga, the lowest 30.8 percent in Makamba.⁶
13. About 60 percent of household income is spent on food. Rising prices – the prices of major local foods have increased by 50 percent – have resulted in households reducing the quality and quantity of meals.⁷ For example, mouldy milled cassava, the lowest-quality meal, has increased from 150 to 450 Burundian francs (BIF). It requires about 2,000 BIF per day for a household to provide a family meal of beans and cassava; in 2000 this could buy 1.4 kg of beans, compared with 0.7 kg in 2007 and 0.5 kg in 2008.⁸

Scenarios

14. Protracted relief and recovery operation (PRRO) 10528.1 has been prepared against a background of extended political transition with the likely scenario that Burundi will continue to face acute political and economic problems exacerbated by high fuel and food prices. There is cautious optimism as to the current peace process, but possible delays in negotiations could extend the existing situation to the 2010 presidential elections.
15. In view of the fragility of the situation in terms of peace, security and the political and socio-economic conditions, the PRRO takes into account: i) the return and reintegration of Burundian refugees from Tanzania; ii) support for Congolese refugees; iii) an influx of refugees from neighbouring countries and internal displacements resulting from renewed hostilities; iv) the recovery and rehabilitation of vulnerable populations in post-conflict and post-disaster contexts; v) possible floods and droughts; and vi) escalating food prices.

⁵ World Bank. 2006. Common Welfare Indicator Poverty Study (*Questionnaire des indicateurs de base du bien être*). Washington DC

⁶ Ministry of Health. 2007. Nutrition Surveillance System Baseline Survey (NSS).

⁷ WFP. 2008. *Vulnerability and Food Insecurity in Three Urban Areas of Burundi: an Assessment of the Impact of High Prices on Households in Bujumbura Mairie, Ngozi and Gitega Cities*. Burundi country office.

⁸ WFP. 2008. Rapid Assessment Report. Burundi country office.



16. If the political situation allows for development activities in Burundi, United Nations Executive Committee agencies⁹ will align their programme cycles in 2010. WFP will conduct studies to inform the country programme (CP) based on the UNDAF.¹⁰ The CP is expected to focus on: i) sustainable integrated food security interventions; ii) school feeding; iii) health; iv) nutrition; and v) HIV and AIDS. WFP will implement a PRRO to cover other beneficiaries.

POLICY, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

17. The conflict in Burundi destroyed much of the public-sector human resource base, which limits the Government's capacity to manage public resources. The Poverty Reduction Strategy Paper (PRSP) for 2006–2010 defines the medium and long-term development vision for Burundi and four strategic priorities in line with the Government's 2005–2010 priority programme and the Millennium Development Goals (MDGs): i) improving governance and security; ii) promoting sustainable and equitable economic growth; iii) developing human capital; and iv) addressing HIV and AIDS.
18. The Government is committed to strengthening the partnership with humanitarian and development actors through the National Aid Coordination Committee responsible for monitoring international assistance, coordination with donors and oversight of PRSP implementation.
19. The High Food Prices Committee was recently established under the second vice-president to provide a platform for efficient response and stronger commitment by partners to longer-term actions such as including investments in agriculture and rural development.

Policies, Capacities and Actions of Other Major Actors

20. Food security partners in Burundi include: i) the Food and Agriculture Organization of the United Nations (FAO), which provides training, seeds and tools for farmers; ii) the International Fund for Agricultural Development (IFAD) in agriculture; iii) UNICEF in nutrition, HIV and AIDS protection and education; and iv) UNHCR in protection and support for refugees and returnees. The World Bank portfolio has eight programmes in which education, social protection and health provide opportunities for joint collaboration.
21. Small-scale agricultural programmes, income-generating activities (IGAs) and skills training are implemented mainly by non-governmental organizations (NGOs): the Red Cross, Catholic Relief Services (CRS), the Cooperative for Assistance and Relief Everywhere (CARE), World Vision, Concern and Caritas.

⁹ The Executive Committee agencies are WFP, UNDP, United Nations Population Fund (UNFPA) and UNICEF.

¹⁰ In 2007, the United Nations Development Assistance Framework in Burundi was renamed the UN Integrated Peacebuilding Support Strategy to reflect the overall goal of United Nations assistance in the country.



Coordination

22. The United Nations response is organized as an integrated strategy. The outcomes of the UNDAF¹⁰, which is based on the MDGs and the 2006–2010 PRSP, reflect the Government's eight priority areas: governance and peacebuilding; the rule of law; participation and human rights; disarmament and reintegration; HIV and AIDS; equitable basic social services; improved food security; and regional integration.
23. In January 2007, the United Nations office in Burundi was replaced by the United Nations Integrated Office to enhance the coherence of interventions and optimize the use of resources. WFP sits on the High Food Prices Committee and the National Committee on Repatriation and Reintegration, and co-chairs with FAO the advisory group on food security.

OBJECTIVES OF WFP ASSISTANCE

24. The operation is consistent with UNDAF and the 2006–2010 PRSP; it also addresses MDGs 1–7. In line with WFP's Strategic Objectives,¹¹ the PRRO will contribute to:
- ensuring access to food for vulnerable groups (Strategic Objective 1);
 - investing in the prevention and mitigation of disasters (Strategic Objective 2);
 - restoring and rebuilding livelihoods (Strategic Objective 3) through food for work (FFW), food for training (FFT) and cash/voucher programmes; and
 - reducing chronic hunger and undernutrition (Strategic Objective 4), including of people affected by HIV and AIDS, through nutrition and school feeding programmes.

WFP RESPONSE STRATEGY

The Nature and Effectiveness to Date of Assistance Related to Food Security

25. Since 1968, the Burundi country office has mainly supported emergencies. Between 2002 and 2007, WFP distributed 263,000 mt of food, reaching 2,705,000 beneficiaries annually through general food distribution (GFD), vulnerable group feeding, food for assets (FFA) and recovery activities in collaboration with humanitarian actors.
26. WFP's role in addressing food insecurity during crises and in post-conflict settings is acknowledged in Burundi, but its achievements were often hindered by insecurity, resource constraints that favoured relief over recovery activities, inadequate partnerships and weak government capacity.
27. Two reviews of PRRO 10528.0 in 2008¹² highlighted WFP strengths in assessment, timely delivery of assistance and establishment of partnerships; but cited weaknesses in targeting and monitoring along with fragmentation of components, because of the large number of partners. The follow-on PRRO (10528.1) will build on experience gained in the preceding operation, while addressing the weaknesses.

¹¹ WFP Strategic Plan (2008–2011).

¹² OMJ technical review and the PRRO mid-term review, March 2008.



Strategy Outline

28. WFP will implement food-supported initiatives and cash and voucher approaches to address household food needs, drawing on previous responses to food insecurity and building on the recommendations of the 2008 review and the findings of the SDA.
29. Under the PRRO relief component, the priority will be access to food by the most vulnerable households through: i) food assistance for refugees and returnees; ii) GFD during lean seasons; iii) therapeutic feeding; and iv) support for vulnerable groups.
30. The recovery programme will assist targeted communities in developing sustainable activities, with emphasis on sustainable land management, through FFW, food vouchers or cash transfers, and FFT. It will also include school feeding, nutrition interventions and support for HIV and AIDS in-patients on anti-retroviral therapy (ART).
31. To enhance synergy among the PRRO components, the country office will adopt a more rigorous and holistic approach to targeting. WFP assistance will support needy communities moving from relief to recovery and self-reliance. Strategic partnerships with United Nations agencies and NGOs will enhance this approach.

⇒ *Refugees and returnees*

32. The latest UNHCR/WFP assessment in May 2007 established that the Congolese refugees in Burundi depend entirely on food aid and recommended a full ration of 2,100 kcal. The operation anticipates assisting 20,000 refugees. Re-integration possibilities are limited or non-existent because of the lack of access to land and income-generating opportunities. A joint assessment mission to review the longer-term needs of refugees is planned for September 2008.
33. The United Nations inter-agency and WFP contingency plans foresee the return and re-integration of 35,000 Burundians from Tanzania in 2009. Support for the returnees, who are concentrated in food-insecure areas in the north and northeast, will include an initial six-month food package and activities to protect and enhance community and household assets.

⇒ *General food distribution*

34. GFD is programmed to meet food gaps during the April/May and November/January lean seasons for 75 days a year for poor households in the most vulnerable areas dependent on rain-fed crops. This group will also benefit from FFW, where appropriate. FAO and other partners will be encouraged to provide non-food items. This component will be adjusted annually on the basis of seasonal assessments.

⇒ *HIV and AIDS intervention*

35. A package of HIV-prevention and nutrition assistance will be delivered by the Ministry of Health, United Nations agencies and NGOs. WFP will provide food assistance for ART and tuberculosis (TB) patients and for orphans and other vulnerable children (OVC) and will implement preventive activities through FFT. A full ration will complement the first nine months of ART, after which some patients will become eligible for FFW and IGAs.

⇒ *Institutional feeding*

36. Institutional feeding will cater for 4,000 people in medical and social centres, including orphans and handicapped and chronically ill people. An individual ration will be provided for 360 days per year.



⇒ *Asset creation and skills training*

37. FFA will help poor rural and urban households to increase agricultural production, improve access to markets and support IGAs. Projects will be selected in collaboration with partners and communities
38. With a view to turning post-emergency activities into development outcomes, WFP and its cooperating partners will pilot a cash and voucher programme from January 2010 to enhance livelihood opportunities for 34,000 poor households and improve their food purchasing power, food production capacities and market opportunities. Feasibility studies will be conducted in 2009 to provide information as to the comparative advantages of this approach.
39. FFT will aim to build human capital through training in functional literacy, food processing, food conservation, marketing of crops and gender awareness. NGOs will conduct a series of training sessions lasting three months, during which participants will receive rations.

⇒ *School feeding*

40. The school feeding programme will target 250 primary schools in WFP priority intervention areas for 190 school days. School selection criteria include availability of clean water, facilities for sanitation, cooking and storage, and conditions conducive to learning. WFP and UNICEF aim to provide comprehensive assistance based on the Essential Package.¹³
41. Because of the shortage of school buildings classes are organized in morning and afternoon shifts. Children in the morning shift receive porridge; those in the afternoon shift receive a cooked meal. No take-home rations will be distributed because the enrolment disparity between boys and girls is less than 25 percent.

⇒ *Nutrition interventions*

42. In partnership with the Government, the World Health Organization (WHO), the United Nations Population Fund (UNFPA) and UNICEF, WFP will support therapeutic feeding centres and mother-and-child health and nutrition (MCHN) programmes. To increase attendance at health services, pregnant and lactating women who are underweight will receive rations for six months before delivery and three months afterwards. Family take-home rations will be given to mothers attending health and nutrition centres; moderately malnourished children will receive an individual ration. A community-based health and nutrition programme will be developed with partners to promote the use of local foods.

Hand-Over Strategy

43. The programme alignment of the United Nations agencies will be effective in 2010 provided the political situation stabilizes; WFP intends to start a CP. As the household food-security situation of relief beneficiaries improves, they will be helped to move to recovery and self-reliance. There are ongoing discussions with partners under the institutional feeding activity to design hand-over programmes.

¹³ The Essential Package for School Feeding includes food, deworming, vitamin A supplement, school gardens, health, nutrition, water and sanitation, and HIV awareness.



44. The country office foresees the following phase-out strategies: i) recovery activities will be reinforced during the second year, and resources will be increased from 54 percent in 2009 to 64 percent in 2010; ii) the PRRO will prioritize FFA and agricultural production through food voucher and cash transfer programmes and capacity-building; and iii) WFP will improve the analysis of food security by building capacity among government counterparts, supporting national food-security monitoring and prioritizing programme interventions and geographical areas. As operations scale down, vulnerability analysis and mapping (VAM) food security assessments will determine the priority areas and beneficiary groups for continued food assistance. WFP will also ensure that the PRRO is integrated with interventions by other humanitarian actors.

BENEFICIARIES AND TARGETING

45. The operation will reach approximately 1 million beneficiaries per year, as shown in Table 1. WFP's 2008 SDA, the WFP/FAO Food Security Monitoring System (FSMS) and the two 2008 review missions identified and guided geographic, community and household-level targeting. A comprehensive food security and vulnerability assessment (CFSVA) in September 2008 will be used to refine the targeting criteria and interventions.
46. The 2006 World Bank Core Welfare Indicator Questionnaire (CWIQ) informed the SDA and classified households nationally on the basis of caloric intake and dietary diversity indicators. Flood-risk information, consumption data, health and nutrition information, land ownership and production, education and economic activities were also considered in the SDA.
47. The SDA revealed that the most food-insecure populations were concentrated in six provinces of the north and northwest; GFD and FFW will target these provinces and disaster-prone areas. Beneficiary figures were derived from the national food-insecurity average of 34 percent shown by the CWIQ; they will be adjusted with the findings of the 2008 CFSVA. Distributions will be seasonal during lean periods. In their pilot phase, cash and voucher programmes will target 10 percent of the planned FFW caseload in 2010.
48. School feeding will target the six provinces and other food-insecure areas with low school enrolment rates or high rates of returnees. Beneficiary numbers are based on the current caseload and the natural increase in enrolment rates.
49. The institutional and nutrition programmes will cover towns and rural areas identified through nutrition surveillance data and national health statistics. The beneficiaries will be orphans and chronically ill or handicapped people in health and social institutions and ART patients.
50. Support for refugees will concentrate on three refugee camps in the north-central area of Burundi. Assistance for returnees will cover both organized and spontaneous returnees registered by UNHCR.
51. Targeting is expected to improve in all components as a result of enhancement of the link between assessment and response mechanisms, including the use of seasonal livelihood analysis and community planning mechanisms.



TABLE 1: PLANNED BENEFICIARY CASELOADS, BY TYPE OF INTERVENTION						
	2009			2010		
Relief component	Men	Women	Total	Men	Women	Total
GFD	267 300	282 700	550 000	185 000	215 000	400 000
Therapeutic feeding	750	2 250	3 000	750	2 250	3 000
Institutional feeding	1 900	2 100	4 000	1 900	2 100	4 000
Refugees	9 700	10 300	20 000	9 700	10 300	20 000
Returnees	17 000	18 000	35 000	–	–	–
Total relief	296 650	315 350	612 000	197 350	229 650	427 000
Recovery component						
FFA	119 000	125 000	244 000	166 000	176 000	342 000
FFT	2 300	3 700	6 000	3 200	4 800	8 000
Cash/voucher programme	–	–	–	16 000	18 000	34 000
School feeding	120 100	110 900	231 000	123 200	113 600	236 800
HIV and AIDS	2 900	3 100	6 000	2 400	2 600	5 000
Mother-and-child health (MCH) interventions	19 900	50 100	70 000	14 200	35 800	50 000
Total recovery	264 200	292 800	557 000	325 000	350 800	675 800
Total PRRO	560 850	608 150	1 169 000	522 350	580 450	1 102 800
Total, excluding double counting	504 765	547 335	1 052 100	470 115	522 405	992 520

NUTRITIONAL CONSIDERATIONS AND RATIONS

52. Diet diversity in Burundi is poor and consists mainly of tubers and beans. Feeding practices are inadequate and result in high rates of chronic malnutrition.
53. The proposed rations provide minimum protein, energy and micronutrient requirements in line with local food habits. The food basket includes rice, maize and maize meal, pulses, vegetable oil, corn-soya blend (CSB), sugar and salt. Salt will be iodized; oil will be fortified with vitamin A. Tables 2 and 3 show rations and total food requirements for 2009 and 2010.

TABLE 2: PROPOSED DAILY RATIONS

	Cereals (g)	Pulses (g)	Oil (g)	CSB (g)	Salt (g)	Sugar (g)	Kcal	Ration type	Duration (days)
Relief									
Refugees	360	120	25	50	5	–	2 107	Individual	360
Returnees	400	120	30	–	5	–	2 108	Individual	180
GFD	450	50	25	–	5	–	2 000	Family	75
Therapeutic feeding for infants	–	–	10	70	–	10	392	Individual	21
Therapeutic feeding for caregivers	360	120	25	50	5	–	2 107	Individual	21
Institutional feeding	360	120	25	50	5	–	2 107	Individual	360
Recovery									
FFA	400	50	25	–	5	–	1 829	Family	90
FFT	400	50	25	–	5	–	1 829	Individual	90
School feeding, morning shift	–	–	15	120	–	22	704	Individual	190
School feeding, afternoon shift	150	50	15	–	3	–	840	Individual	190
MCH/child	–	–	30	240	–	–	1 226	Individual	90
MCH/mother	100	50	15	100	3	–	1 102	Family	270
HIV and AIDS	280	100	25	120	5	22	2 103	Family	270

TABLE 3: TOTAL FOOD REQUIREMENTS, BY TYPE OF INTERVENTION (mt)

	Cereals	Pulses	CSB	Oil	Sugar	Iodized salt	Total
Relief							
GFD	32 063	3 563	–	1 781	–	356	37 763
Therapeutic feeding	23	8	8	2	–	–	41
Institutional feeding	1 037	345	144	72	–	14	1 612
Refugees	5 184	1 728	720	360	–	72	8 064
Returnees	2 520	756	–	189	–	32	3 497
Total relief	40 827	6 400	872	2 404	–	474	50 977
Recovery							
FFW	22 320	2 790	–	1 395	–	279	26 784
FFT	504	63	–	32	–	6	605
School feeding	6 666	2 222	5 333	1 333	978	133	16 665
HIV and AIDS	4 158	1 485	1 782	371	327	74	8 197
MCH	6 804	3 402	8 307	1 209	–	204	19 926
Total recovery	40 452	9 962	15 422	4 340	1 305	696	72 177
Total PRRO	81 279	16 362	16 294	6 744	1 305	1 170	123 154



IMPLEMENTATION ARRANGEMENTS

Participation

54. A community-based targeting approach will be used to select the most vulnerable households; WFP consultations for community-based interventions will also examine gender-specific needs. Selection criteria will be based on land and livestock ownership, earnings, access to labour, households headed by women and child malnutrition. Beneficiary lists will be prepared by community representatives and councils and validated by the local assembly.
55. The country office is developing context-specific participatory planning guidelines for local planning and enhanced decision-making by vulnerable groups. Technical guidance and utilization of suitable work norms will help to ensure technical standards. The country office will help to train food aid monitors, NGO staff, government counterparts and community teams in planning and technical aspects. NGOs and communities will implement activities under WFP monitoring. For the school feeding programme, parent-teacher associations will contribute condiments, non-food items (NFIs) and labour. Community-based nutritional programmes will be supported by community health workers.

Partnerships, Protection and Gender Issues

56. Strategic partnerships will be crucial to the success of PRRO 10528.1. Government partnership is essential to ensure ownership and sustainability. WFP will continue to collaborate with other stakeholders in food security matters and has arrangements with cooperating partners that include cost sharing, gender targets and reporting; these will be enhanced on the basis of competences and comparative advantages.
57. In line with the One UN approach in support of consolidating peace, WFP will ensure synergy with other agencies in programme delivery and will extend its collaboration with the World Bank and the African Development Bank.
58. To offer protection for beneficiaries, programme design and implementation will be based on international humanitarian law, WFP's humanitarian principles and the principle of "do no harm". WFP will train WFP and cooperating partner staff in protection issues.
59. Gender is mainstreamed in all programme categories: literacy and life skills in FFT programmes will mainly target women and adolescent girls. WFP will ensure that at least 50 percent of FFA and FFT beneficiaries are women, at least 50 percent of food distribution committee members are women and gender dimensions are considered by NGOs and WFP staff. Women will be encouraged to collect household rations.

Non-Food Items

60. Budgetary provisions have been made for NFIs such as agricultural tools and building materials. WFP will encourage United Nations organizations and cooperating partners to provide NFIs.



Logistics Arrangements

61. WFP imports will be received at the ports of Mombasa (20 percent) and Dar-es-Salaam (80 percent). WFP recently re-activated the southern corridor through Zambia to take advantage of the South African market.
62. Food will be stored in WFP's Bujumbura and Ngozi warehouses before commercial transporters take it to three extended delivery points in Makamba, Gitega and Muyinga for pre-positioning. WFP trucks will transport food to final distribution points.
63. The landside transport, storage and handling (LTSH) budget includes 100 percent cost recovery at US\$186.53 per mt. The LTSH rate will be reviewed regularly.

Procurement Plan

64. Regional purchases of maize, beans, CSB, salt and oil will be undertaken in eastern and southern African countries; small amounts of refined palm oil, maize and beans will be purchased locally. Currently, 75 percent of food requirements are purchased regionally and locally. The use of cash for these purchases will be planned under the new business model to enhance efficiency and reduce pipeline breaks. WFP will mill maize at central warehouses with adequate milling facilities; the milling costs are covered by the other direct operational costs (ODOC) budget.

PERFORMANCE MONITORING

65. Monitoring and evaluation (M&E) will be carried out in line with the results-based management approach. WFP intends to improve the quality of monitoring and impact assessment through surveys, improved monitoring capacity among partners and training for government counterparts in food security monitoring and vulnerability analysis.
66. The logical framework in Annex II gives the indicators for measuring the results of the PRRO. The monitoring plan matrix will detail M&E modalities. Existing formats and checklists will be adjusted to incorporate new indicators.
67. Project outcome indicators will be collected through the programme monitoring system. A baseline survey and a follow-up survey will measure nutrition indicators in intervention areas. Regular screening will be done with NGO partners to update nutrition information.
68. Output data disaggregated by beneficiary categories, sex and age groups will be collected monthly by cooperating partners and field monitors. These will be consolidated at the community and provincial levels and uploaded into a new M&E database at the country office to inform decision-making.
69. The country office VAM unit will assess changes in the food security situation and market trends by monitoring food prices and market indicators in the most vulnerable areas. Several assessments and surveys are already ongoing or planned for 2008 – a CFSVA, a crop and food supply assessment mission, a market analysis and a joint assessment mission by UNHCR and WFP. The WFP/FAO FSMS will continue to monitor trends in food security and the impact of food interventions.
70. WFP's Commodity Movement Processing and Analysis System (COMPAS) will track food through the logistics chain and provide reports on stocks and movements.
71. A mid-term evaluation will be conducted in the first half of 2010 by the country office, with the participation of international consultants.



RISK ASSESSMENT AND CONTINGENCY PLANNING

72. Disaster preparedness and emergency response is an integral part of PRRO 10528.1, taking into account significant changes at the national and international levels. High food and fuel prices are already having a negative impact on food security and vulnerability in Burundi. Land degradation is another challenge: Burundi has recently experienced floods and droughts. Continued political uncertainty and insecurity have resulted in a wave of displacements, which is likely to increase with the 2010 planned elections. The United Nations contingency plan was updated in May 2008 to reflect the evolving situation.
73. WFP will continue to monitor the effect of these shocks on vulnerability levels and household food security, using early-warning tools to inform its response. It will maintain a 10 percent contingency stock. Depending on the scope of the response, the country office will decide whether to expand its emergency response under the relief component of the PRRO, or by preparing an emergency operation with working-capital finance or through the Immediate Response Account.

SECURITY CONSIDERATIONS

74. The general security situation in Burundi is unpredictable in view of the resumption of hostilities in April 2008; as a result, the security phase in the provinces of Bujumbura Rural and Bubanza was upgraded to phase IV. Security measures have been reinforced, and the movement of United Nations staff is restricted at night. Only urgent humanitarian missions are conducted in phase IV provinces and along National Road 3 connecting Bujumbura with Rumonge. The rest of the country remains in Phase III.
75. The security of United Nations staff is managed under an integrated system chaired by the Secretary General's Executive Representative. The field security officer in charge of WFP security is part of the United Nations security cell. The country office will continue its compliance with minimum security telecommunications standards and minimum operating security standards.

ANNEX I-A

BREAKDOWN OF PROJECT COST			
	Quantity (mt)	Average cost per mt (US\$)	Value (US\$)
WFP COSTS			
Direct operational costs			
Food commodities ¹			
– Cereals	81 278	561.52	45 639 223
– Pulses	16 362	649.97	10 634 809
– Vegetable oil	6 744	1 711.66	11 543 435
– Blended food	16 294	697.68	11 367 998
– Sugar	1 305	504.37	658 203
– Salt	1 171	139.21	163 020
Total food	123 154		80 006 688
External transport			11 940 814
- Landside transport			12 753 816
- Internal transport, storage and handling			10 218 090
Total landside transport, storage and handling			22 971 906
Other direct operational costs			3 201 200
A. Total direct operational costs			118 120 608
B. Direct support costs² (see Annex I-B)			11 954 920
C. Indirect support costs (7.0 percent)³			9 105 287
TOTAL WFP COSTS			139 180 815

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

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

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



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	4 276 920
National professional officers	486 000
National general service staff	2 492 000
Temporary assistance	140 000
Incentives	200 000
International consultants	150 000
National consultants	40 000
Medical insurance (service contracts/special service agreements)	120 000
United Nations volunteers	72 000
Staff duty travel	740 000
Staff training and development	45 000
Subtotal	8 761 920
Office expenses and other recurrent costs	
Rental of facility	258 000
Utilities (general)	48 000
Office supplies	160 000
Communication and information technology services	180 000
Insurance	72 000
Equipment repair and maintenance	55 000
Vehicle maintenance and running costs	700 000
Other office expenses	200 000
United Nations organization services	450 000
Subtotal	2 123 000
Equipment and other fixed costs	
Vehicles	700 000
Telecommunications and information technology equipment	270 000
Furniture, tools and equipment	100 000
Subtotal	1 070 000
TOTAL DIRECT SUPPORT COSTS	11 954 920





ANNEX II: LOGICAL FRAMEWORK		
Results chain	Performance indicators	Assumptions and risks
STRATEGIC OBJECTIVE 1: Save lives and protect livelihoods in emergencies		
Outcome 1.1 Adequate food energy consumption (kcal) over assistance period for targeted beneficiaries	Household food diversity and frequency score meets standard	<ul style="list-style-type: none"> ➤ Other causes of malnutrition are addressed by stakeholders or partners ➤ Progress in the peace process in Burundi
Outcome 1.2 Stabilized and/or reduced acute malnutrition among people affected by food insecurity as a result of natural disaster or conflict	Prevalence of acute malnutrition among children under 5 in identified population by gender, assessed using weight-for-height	
Output 1.1.1 Food provided in sufficient quantity and quality under GFD and institutional feeding (distributed to the 554,000 beneficiaries in 2009)	Beneficiaries fed compared with planned number, by category, age and gender	<ul style="list-style-type: none"> ➤ Government supports WFP in food aid programmes ➤ Functioning WFP food pipeline
	Tonnage distributed compared with planned amount, by food type	
STRATEGIC OBJECTIVE 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures		
Outcome 2.1 Improved nutrition and health status of targeted beneficiaries	Prevalence of malnutrition among targeted groups in institutions	<ul style="list-style-type: none"> ➤ Functioning WFP food pipeline
Output 2.1.1 Food in sufficient quantity and quality provided for targeted beneficiaries	Beneficiaries fed compared with planned number, by category, age and gender	<ul style="list-style-type: none"> ➤ Functioning WFP food pipeline
	Tonnage distributed compared with planned amount, by food type	



ANNEX II: LOGICAL FRAMEWORK		
Results chain	Performance indicators	Assumptions and risks
STRATEGIC OBJECTIVE 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Outcome 3.1 Increased ability of targeted households vulnerable to shocks to maintain/increase their productive and physical assets	Proportion of beneficiary household expenditures devoted to food (<50%)	<ul style="list-style-type: none"> ➤ Secure environment for communities to benefit from training or assets created ➤ Cooperating partners have complementary funding for NFIs
	Changes in household food diversity and frequency scores	
Output 3.1.1 Food in sufficient quantity and quality provided for 244,000 FFA beneficiaries and 6,000 FFT beneficiaries in 2009	Beneficiaries fed compared with planned number, by age and gender	<ul style="list-style-type: none"> ➤ Community maintains assets created ➤ Partner stakeholders provide equipment, tools and cash ➤ Technical support available from internal sources, partners, the Government and United Nations agencies
	Tonnage distributed compared with planned amount, by food type	
Output 3.1.2 Assets created and/or maintained	Numbers and types of assets created/maintained in WFP-assisted communities	
	Number and type of training sessions held	

ANNEX II: LOGICAL FRAMEWORK

Results chain	Performance indicators	Assumptions and risks
STRATEGIC OBJECTIVE 4: Reduce chronic hunger and under nutrition		
Outcome 4.1 Reduced level of malnutrition among targeted children under 5 and pregnant and lactating women in targeted areas	Prevalence of malnutrition among targeted lactating women, using body mass index (BMI) <18.5 Prevalence of low birth weight in children born to women beneficiaries (10%) Recovery rate among targeted malnourished children (>70%)	<ul style="list-style-type: none"> ➤ Other underlying causes of malnutrition addressed ➤ Partnerships with UNICEF, FAO and other cooperating partners
Outcome 4.2 Increased attendance and enrolment rates for boys and girls in targeted schools	Net enrolment rate Absolute enrolment Attendance rate	
Outcome 4.3 Reduced gender disparity between boys and girls enrolled in targeted schools	Ratio of girls and boys enrolled in targeted schools (target : 1/1)	
Outcome 4.4 Improved nutrition status of HIV and AIDS beneficiaries	Percentage of HIV and AIDS beneficiaries who have gained >10% body weight during treatment	
Outcome 4.5 Levels of adherence to treatment	Adherence rates in ART and care programmes (95%)	



ANNEX II: LOGICAL FRAMEWORK		
Results chain	Performance indicators	Assumptions and risks
Output 4.1.1 Food in sufficient quantity and quality provided for 70,000 MCHN beneficiaries in 2009	% of MCHN beneficiaries compared with planned %, by age and gender	<ul style="list-style-type: none"> ➤ Adequate nutritional coverage of the targeted population ➤ NFIs and other interventions available ➤ Functioning WFP food pipeline
	% of tonnage distributed compared with planned % under MCHN, by food type	
Output 4.2.1 Food in sufficient quantity and quality provided for 231,000 school feeding beneficiaries in 2009	% of school feeding beneficiaries compared with planned %, by age and gender	<ul style="list-style-type: none"> ➤ Complementary programmes implemented by partner organizations ➤ Parents involved in canteen management
	% of tonnage distributed compared with planned % under SFP, by food type	
	Number of schools assisted compared with planned number	
Output 4.3.1 Food in sufficient quantity and quality provided for 6,000 HIV and AIDS beneficiaries in 2009	% of HIV and AIDS beneficiaries compared with planned %, by age and gender	
	% of actual tonnage distributed under HIV and AIDS interventions compared with planned %, by age and gender	

BASIC ASSUMPTIONS

- Security permits overall implementation of PRRO activities in targeted areas
- Other required non-food resources available to assisted institutions and projects
- Competent cooperating partners available and operational
- Timely contribution of funds
- Community mobilization



ANNEX III



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



ACRONYMS USED IN THE DOCUMENT

ART	anti-retroviral therapy
BIF	Burundian francs
BMI	body mass index
CARE	Cooperative for Assistance and Relief Everywhere
CFSVA	comprehensive food security and vulnerability assessment
COMPAS	WFP Commodity Movement Processing and Analysis System
CP	country programme
CRS	Catholic Relief Services
CSB	corn-soya blend
CWIQ	Core Welfare Indicator Questionnaire
DRC	Democratic Republic of the Congo
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FFT	food for training
FFW	food for work
FNL	<i>Front national de libération</i> (National Liberation Front)
FSMS	Food Security Monitoring System
GDP	Gross domestic product
GFD	general food distribution
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
IGA	income-generating activity
ITSH	internal transport, storage and handling
LTSH	landside transport storage and handling
M&E	monitoring and evaluation
MCH	mother-and-child health
MCHN	mother-and-child health and nutrition
MDG	Millennium Development Goal
NFI	non-food item
NGO	non-governmental organization
ODOC	other direct operational costs
OVC	orphans and other vulnerable children



Palipehutu	<i>Parti pour la libération du peuple hutu</i> (Party for the Liberation of the Hutu People)
PRRO	protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
SDA	secondary data analysis
TB	tuberculosis
UNDAF	UN Integrated Peacebuilding Support Strategy (see footnote 10)
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WHO	World Health Organization