

Document of
The World Bank
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Report No: ICR00004699

IMPLEMENTATION COMPLETION AND RESULTS REPORT
FOR THE GRANTS

FROM THE INTERNATIONAL DEVELOPMENT ASSOCIATION

IN THE AMOUNT OF SDR 45.4 MILLION

(US\$70 MILLION EQUIVALENT)

FOR THE

THIRD PHASE (APL 3) OF THE COMMUNITY-BASED RURAL DEVELOPMENT PROJECT IN SUPPORT
OF THE NATIONAL PROGRAM FOR DECENTRALIZED RURAL DEVELOPMENT

AND

FROM THE GLOBAL ENVIRONMENTAL FACILITY TRUST FUND

IN THE AMOUNT OF US\$7.41 MILLION

FOR THE

SUSTAINABLE LAND AND FORESTRY MANAGEMENT PROJECT

TO

Burkina Faso

June 27, 2019

Agriculture Global Practice
Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective {April 30, 2019})

Currency Unit = FCFA
 585 FCFA = US\$1
 US\$ = SDR 0.722

FISCAL YEAR
 July 1 - June 30

ABBREVIATIONS AND ACRONYMS

| | |
|--------|---|
| AIP | Annual Investment Plan |
| APFR | <i>Attestation de Possession Foncière Rurale</i> (Certificate of Land Ownership) |
| APL | Adaptable Program Loan |
| CAS | Country Assistance Strategy |
| CBRD 1 | First Phase of the Community -based Rural Development Program |
| CBRD 2 | Second Phase of the Community- based Rural Development Program |
| CBRD 3 | Third Phase of the Community- based Rural Development Program |
| CCFV | <i>Commissions de Conciliation Foncières Villageoise</i> (Village Land Tenure Resettlement Commissions) |
| CCSE | <i>Cellules communales de suivi-évaluation</i> (Community Level Monitoring and Evaluation Units) |
| CCTP | <i>Cadre de Concertation Technique Provinciale</i> (Provincial Technical Consultative Group) |
| CDD | Community Driven Development |
| CES | <i>Conservation des Eaux et des Sols</i> (Water and Soil Conservation) |
| CFV | <i>Commissions Foncières Villageoises</i> (village land tenure commission) |
| CPF | Country Partnership Framework |
| CVD | <i>Conseil Villageois de Développement</i> (Village Development Council) |
| CVGT | <i>Commission Villageoise de Gestion des Terroirs</i> (Village Land Tenure Management) |
| DO | Development Objective |
| DRS | <i>Défense et Restauration des Sols</i> (Soil Defense and Restoration) |
| EFA | Economic and Financial Analysis |
| EIRR | Economic Internal Rate of Return |
| ESMF | Environmental and Social Management Framework |
| FCFA | West African CFA Franc |
| FIDL | <i>Financement des Investissements de Développement Local</i> (Funds for Investment for Local Development) |
| GDP | Gross Domestic Product |
| GEF | Global Environment Facility |
| GHG | Green House Gas |
| GNI | Gross National Income |

| | |
|--------|---|
| ha | Hectare |
| HDR | Human Development Report |
| ICRR | Implementation Completion and Results Report |
| IDA | International Development Association |
| IEM | Integrated Ecosystem Management |
| ILOI | Intermediate Level Outcome Indicator |
| INSD | <i>Institut National de la Statistique et de la Démographie</i> (National Institute of Statistics and Demography) |
| IP | Implementation Progress |
| ISM | Implementation Support Mission |
| ISR | Implementation Status and Results Report |
| LDP | Local Development Plan |
| M&E | Monitoring and Evaluation |
| MDG | Millennium Development Goals |
| MTR | Mid-Term Review |
| NGO | Non-governmental Organization |
| NPV | Net Present Value |
| NRM | National Resources Management |
| O&M | Operations and Maintenance |
| OFINAP | <i>Office National des Aires Protégées</i> (National Office of Protected Areas) |
| ONF-BF | <i>Observatoire Nationale du Foncier au Burkina Faso</i> (National Land Observatory of Burkina Faso) |
| PAD | Project Appraisal Document |
| PCU | Project Coordination Unit |
| PDO | Project Development Objective |
| PNDES | <i>Plan National de Développement Economique et Social</i> (National Economic and Social Development Plan) |
| PNDRD | National Program for Decentralized Rural Development |
| PNGT | <i>Programme Nationale de Gestion des Terroirs</i> (Community- based Rural Development Program) |
| PNSR | <i>Programme National du Secteur Rural</i> (National Program for the Rural Sector) |
| PRSP | Poverty Reduction Strategy Paper |
| RNA | <i>Régénération Naturelle Assistée</i> (Assisted natural regeneration) |
| RPF | Resettlement Policy Framework |
| SCADD | Strategy for Accelerated Growth and Sustainable Development |
| SFM | Sustainable Forest Management |
| SFR | <i>Services Fonciers Ruraux</i> (Rural land tenure services) |
| SILEM | Sahel Integrated Lowland Ecosystem Management |
| SLWM | Sustainable Land and Water Management |
| TOC | Theory of Change |
| UNDP | United Nations Development Program |

| | |
|----------------------------------|---------------------|
| Regional Vice President: | Havez M. H. Ghanem |
| Country Director: | Pierre Laporte |
| Senior Global Practice Director: | Juergen Voegele |
| Practice Manager: | Marianne Grosclaude |
| Task Team Leader(s): | Elisee Ouedraogo |
| ICR Main Contributor: | Sossena Tassew |

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DATA SHEET

BASIC INFORMATION

Product Information

| | |
|------------------------|---|
| Project ID | Project Name |
| P129688 | Third Phase Community Based Rural Development Project |
| Country | Financing Instrument |
| Burkina Faso | Investment Project Financing |
| Original EA Category | Revised EA Category |
| Partial Assessment (B) | Partial Assessment (B) |

Related Projects

| Relationship | Project | Approval | Product Line |
|--------------|--|-------------|----------------------------|
| Supplement | P130568-Sustainable land and forestry management Project | 20-Dec-2012 | Global Environment Project |

Organizations

| | |
|--------------|------------------------------------|
| Borrower | Implementing Agency |
| Burkina Faso | National Coordination Unit of PNGT |

**Project Development Objective (PDO)**

Original PDO

The objective of the Project is to enhance the capacity of rural communities and decentralized institutions for the implementation of local development plans that promote sustainable land and natural resources management and productive investments at commune level.

Triggers from Phase 2 to Phase 3:

Triggers from Phase 2 to Phase 3 have been met. Phase 3 will therefore consolidate the accomplishments of Phase 1 and 2 of the Community Based Rural Development Program. It will enhance the capacity of rural communities and decentralized institutions for the implementation of local development plans that promote sustainable land and natural resources management and productive investments at commune level. This will be achieved by (i) pursuing and completing the work on institutional development and capacity building initiated in Phase 1 and 2; (ii) implementing the rural land tenure reform law which was promulgated under Phase 2 and enhancing local dispute resolution; and (iii) social, economic and environmental investments at the commune level to reach a sustainable level; while promoting environmental sustainability in the targeted zones. Phase 3 will provide 302 rural communes and the 13 regional communes with capacity building to enable them to take the lead in local development challenges and to govern in a participatory and transparent manner.

FINANCING

| | Original Amount (US\$) | Revised Amount (US\$) | Actual Disbursed (US\$) |
|---------------------------------|------------------------|-----------------------|-------------------------|
| World Bank Financing | | | |
| P129688 IDA-H8220 | 70,000,000 | 70,000,000 | 64,872,861 |
| P130568 TF-13637 | 7,407,408 | 7,407,408 | 7,374,616 |
| Total | 77,407,408 | 77,407,408 | 72,247,477 |
| Non-World Bank Financing | | | |
| Borrower/Recipient | 8,000,000 | 8,000,000 | 4,796,089 |
| Local Communities | 8,000,000 | 8,000,000 | 3,036,669 |
| Total | 16,000,000 | 16,000,000 | 7,832,758 |
| Total Project Cost | 93,407,408 | 93,407,408 | 80,080,235 |

**KEY DATES**

| Project | Approval | Effectiveness | MTR Review | Original Closing | Actual Closing |
|---------|-------------|---------------|-------------|------------------|----------------|
| P129688 | 20-Dec-2012 | 21-Jun-2013 | 16-May-2016 | 31-May-2018 | 31-Dec-2018 |

RESTRUCTURING AND/OR ADDITIONAL FINANCING

| Date(s) | Amount Disbursed (US\$M) | Key Revisions |
|-------------|--------------------------|--------------------------------|
| 16-Nov-2017 | 50.95 | Change in Loan Closing Date(s) |

KEY RATINGS

| Outcome | Bank Performance | M&E Quality |
|-------------------------|---------------------------|-------------|
| Moderately Satisfactory | Moderately Unsatisfactory | Substantial |

RATINGS OF PROJECT PERFORMANCE IN ISRs

| No. | Date ISR Archived | DO Rating | IP Rating | Actual Disbursements (US\$M) |
|-----|-------------------|--------------|-------------------------|------------------------------|
| 01 | 07-Jul-2013 | Satisfactory | Satisfactory | 0 |
| 02 | 26-Feb-2014 | Satisfactory | Satisfactory | 4.27 |
| 03 | 16-Oct-2014 | Satisfactory | Satisfactory | 14.50 |
| 04 | 13-Jun-2015 | Satisfactory | Satisfactory | 23.54 |
| 05 | 08-Jan-2016 | Satisfactory | Satisfactory | 27.58 |
| 06 | 24-Jun-2016 | Satisfactory | Moderately Satisfactory | 38.70 |
| 07 | 29-Dec-2016 | Satisfactory | Moderately Satisfactory | 42.87 |
| 08 | 19-Jun-2017 | Satisfactory | Satisfactory | 50.95 |
| 09 | 15-Dec-2017 | Satisfactory | Satisfactory | 50.95 |
| 10 | 27-Jun-2018 | Satisfactory | Satisfactory | 64.87 |



| SECTORS AND THEMES | |
|--|-----------|
| Sectors | |
| Major Sector/Sector | (%) |
| Agriculture, Fishing and Forestry | 95 |
| Agricultural Extension, Research, and Other Support Activities | 3 |
| Public Administration - Agriculture, Fishing & Forestry | 32 |
| Other Agriculture, Fishing and Forestry | 60 |
| Social Protection | 5 |
| Social Protection | 3 |
| Public Administration - Social Protection | 2 |
| Themes | |
| Major Theme/ Theme (Level 2)/ Theme (Level 3) | (%) |
| Public Sector Management | 15 |
| Public Administration | 15 |
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| | |
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ADM STAFF

| Role | At Approval | At ICR |
|----------------------------------|---------------------------|----------------------|
| Regional Vice President: | Makhtar Diop | Hafez M. H. Ghanem |
| Country Director: | Madani M. Tall | Pierre Frank Laporte |
| Senior Global Practice Director: | Jamal Saghir | Juergen Voegele |
| Practice Manager: | Martien Van Nieuwkoop | Marianne Grosclaude |
| Task Team Leader(s): | Yemdaogo Emmanuel Nikiema | Elisee Ouedraogo |
| ICR Contributing Author: | | Sossena Tassew |



I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. INTRODUCTION – THE COMMUNITY-BASED RURAL DEVELOPMENT PROGRAM (CBRD)

1. The World Bank, which has been supporting the decentralization process in Burkina Faso since 1998, designed the CBRD program in 2000, to support the Government's *Programme National de Gestion des Terroirs* (PNGT 2)¹, which was aimed at promoting decentralized rural development and reinforcing the capacity of local institutions to sustainably deliver a number of services selected by and for their population.

2. The CBRD was structured as a 3-phase 15-year APL, where Phase 1 was supposed to focus on capacity building at village and community level and the institutional strengthening of government bodies to support the decentralization agenda; Phase 2 was supposed to build on the achievement of Phase 1 and scale up the program's coverage to all villages in the 302 rural communes; and Phase 3 was to consolidate what has been achieved under the prior phases and prepare an exit strategy. The implementation periods of the first two phases of the APL were: 2000-2005 (CBRD1) and 2006-2011 (CBRD2). The current ICRR is therefore for the third and last phase CBRD 3 (2012-2018) (see Annex 5 for the summary description of the CBRD program).

B. CONTEXT AT APPRAISAL

3. At the time of appraisal (2012), Burkina Faso was experiencing a high population growth rate of 3.1 percent per year (above the average for Sub-Saharan Africa of 2.77 percent per year) and had a population estimated at 15.7 million², the majority of which is rural (80 percent). The agriculture sector generated close to 40 percent of the gross domestic product (GDP) and employed 86 percent of the population. But the sector continued to be subject to climatic risks, deteriorating natural resources, food insecurity and malnutrition. In addition, the pastoralist lifestyle usually entailed increasing competition for water and pasture that sometimes led to conflicts. Thus, even though the country had been experiencing a stable economic growth, with an average growth rate of 5.5 percent per year for the period of 2000 to 2010 (among the highest in West Africa) it was under pressure and not strong enough to meet the high demand of the rapidly growing population. This in turn jeopardized the impact of the various poverty reduction initiatives by the Government. In 2011 the country's GNI per capita was US\$570, placing Burkina Faso well below the average for sub-Saharan Africa (US\$1,257)³ and ranking it 181 out of 187 countries⁴. The economy remained fragile due to the country's narrow export base (mainly cotton and gold) and the economy's vulnerability to external shocks, including climate change, trade, and other regional and global developments. In 2012, the country was yet to achieve the Millennium Development Goals (MDGs) with the problems being more acute in the rural areas: school age children enrollment was only 51 against 90 percent in urban areas; access to potable water stood at 56 percent compared to the 72 percent in urban areas; the under-five mortality rate was high with 184 death per 1,000 live births; and the coverage of sanitation services was at 10 percent against 23 percent in the urban areas.

¹ The first National Program for Land Management (PNGT 1) (1991 to 1998) had the basic objective of improving the living conditions of rural populations. With the end of the PNGT 1, the government initiated, in collaboration with development partners a second program in 2000 (PNGT 2) with more ambitious objectives.

² Institut national de la statistique et de la démographie (INSD) 2010.

³ World Bank World Development Indicators 2011.

⁴ The 2011 United Nations Development Programme (UNDP) Human Development Report (HDR).



4. It was within this context that the Government, which continued to use decentralization as a key element to fight against poverty and promote development in the country, formulated and enacted renewed strategies and programs for rural development and decentralization including: (i) the Strategy for Accelerated Growth and Sustained Development (SCADD 2011–2015)⁵, aimed at addressing the existing deficiencies; namely, the fragility of the economy and the high vulnerability to external shocks, low productivity in crops and livestock, the relatively high costs of production and the increase in poverty; (ii) the *Programme national du secteur rural* (PNSR 2011-2015) which was the framework for the operationalization of the Rural development strategy of Burkina Faso; and (iii) the *Réorganisation Agraire et Foncière* (RAF) which was a revision of the Rural Land Law adopted in 2009, and served as the “umbrella” land tenure law, that not only promoted and reinforced the mechanisms introduced by the 2009 Rural Land Law, but also established property rights domains for both municipalities and private actors. The Gender policy, adopted in July 2009, was also at a very early stage of implementation.

5. The year 2012 was also the year for the election of the territorial collectivities, that brought on board new municipal Council members with limited or no experience in local governance.

Rational for World Bank support:

6. World Bank’s continued support was relevant as:

(i) **Program implementation of the first two phases had been successful, thus continuing with Phase 3 was justified.** CBRD 1 (2001-2007; IDA financing of US\$66.7 million equivalent) primary objective was to support villages to form groups around local development plans that in turn would lead to the emergence of rural municipalities. The Project targeted 4,000 villages (half of those in the country) and laid a solid foundation with the: formulation of the decentralization policy, extensive investments in socio-economic infrastructure, and capacity building of the of civil societies and decentralized institutions. As a result, a total of 2,961 *Commission Villageoise de Gestion du Terroirs* (Village Management Commission for Local land Administration)) had been established with the project’s support and the latter were able to develop and effectively implement their local development plans (LDPs). CBRD 2 (2008-2012; IDA financing of US\$74 million equivalent) primary objective was to support the clusters of villages created under phase 1 transition into rural municipalities. Therefore, it expanded and deepened the achievements of the first phase to the whole country and continued with the supports for the empowerment of villages and local governments to prioritize and implement the community-based investments. It also pursued the reforms under the land tenure law. Phase 2 enabled the 302 newly created rural municipalities to take the lead in local development by supporting them in the elaboration of their municipal development plans (397 total). So Phase 3 or CBRD 3 (2013-2018; IDA financing of US\$70 million equivalent and a fully blended GEF financing of US\$7.41 million) was expected to consolidate the accomplishments of Phases 1 and 2, further integrate SLM considerations into the planning process, and pursue the support for the establishment of a sustainable institutional and financial basis for the rural communities so that they can lead their own local development processes (see Annex 5 for the description of the CBRD program).

⁵ The SCADD, adopted in June 2011, replaces the Poverty Reduction Strategy (PRSP, 2000-2010), and it is the first phase of the Government’s strategic vision known as “Burkina 2025”.



- (ii) **The triggers for moving from the second to the third phase were met⁶.** The triggers for moving to phase 3, namely the integration of the CBRD Program’s M&E into the Government’s systems and structures and the appointment of a *Secrétaire General* for each rural commune, had been met.
- (iii) **The Project was also aligned with the three strategic pillars of the World Bank Country Assistance Strategy (CAS – 2005- 2010)** including (i) minimizing economic vulnerability and promoting growth through economic transformation; (ii) promoting shared growth through effective social service delivery; and (iii) the cross-cutting issue of governance. And according to the CBRD 3 PAD, the Project was expected to “fall squarely” within the new CAS (2011-2015) under preparation.

Theory of Change

Results chain of the CBRD Program⁷

7. The CBRD program was the main instrument of support to the Government of Burkina Faso to implement its decentralization process and community empowerment to manage social and economic investments as well as natural resources, including land tenure. The PDO of the CBRD Program was “to reduce poverty and promote sustainable development in the rural areas”. The program was designed in such a way that the three phases build upon each other namely:

- (a) **Phase 1: Support for village organization and the emergence of decentralized rural development:** During the first phase, the program was supposed to (i) help develop the capacity of the rural population to sustainably manage their own resources and facilitate the emergence of rural municipalities. and (ii) support the provinces, so they can play an increased role in provincial planning and serve as forums for debating and harmonizing approaches and procedures for community-based land management and local development projects. At the end of this phase villages grouped together around a local development plan would form the nucleus of municipal management mechanisms, some of which could be ready to apply for rural municipality status.
- (b) **Phase 2: Extending and Deepening Decentralized and Participatory Rural Development:** During the second phase support would continue to be provided in the areas of decentralized and participatory planning and management and program coverage would be extended to all villages, either individually or grouped together in rural municipalities. By the end of this phase expectation was that the rural municipalities would be formed from the clusters of villages established during the first phase and start actively participating in their local development activities.
- (c) **Phase 3: Program Consolidation:** This last phase of the program was intended to provide further support to rural municipalities in making priority investments and in consolidating their institutions on a sustainable footing through a transparent system of local revenue raising and fiscal transfers, including the support for the creation of social control mechanisms needed to prevent misappropriation of the municipal budgets.

8. Therefore, by the end of the program we would expect to see not only an improvement in the productive capacity of the rural resources, but also the emergence of empowered rural communities

⁶ The triggers for moving to the third phase were three. However, during Project preparation it was decided to “drop” the third trigger of “using the newly established *Fond Permanent des Collectivités Territoriales*”, as it was considered premature to use the fund.

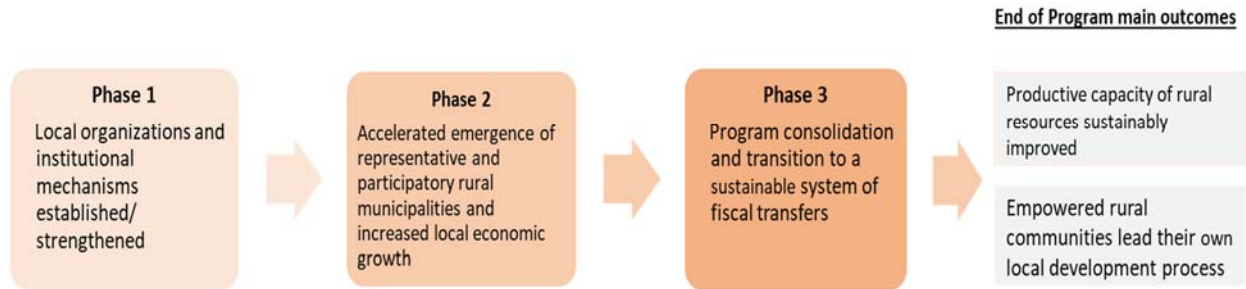
⁷ CBRD 1 PAD



capable of leading their local development process. Figure 1 below is an illustration of the program’s results chain (see also figure 5.1 Annex 5 for the illustration of the CBRD program).

Fig. 1. Results chain diagram for the CBRD APL Program

CBRD Prog. Development Objective: To reduce poverty and promote sustainable development in the rural areas



Theory of change of the CBRD 3 Project⁸

9. The PDO of the CBRD 3 was “to enhance the capacity of rural communities and decentralized institutions for the implementation of local development plans (LDPs) that promote sustainable land and natural resources management (SLNRM) and productive investments at commune level”. Based on this PDO and also the expected end-of-program outcomes (paragraph 8 above) one can infer the expected main outcomes, during this consolidation phase, to be: (i) emergence of decentralized rural actors that can lead their local development processes in a sustainable and participative way; (ii) increase of rural communes’ fiscal incomes; and (iii) protection/restoration of natural resources, forests and biodiversity. And this would principally be done through capacity building and trainings (accompanied by NRM and land titling activities) coupled with resources (*Fonds d’investissements locales*, FIL) to allow a “learning by doing”.

10. The main objective for capacity building were to ensure that: (i) locally elected representatives are equipped with skills to properly assume their roles and responsibilities in community development, including local development planning, implementation and management; (ii) rural communes and decentralized institutions can develop and implement their LDPs in a participative and decentralized way; (iii) the LDPs have components that incorporate NRM and economic or income generating investments; (iv) non-state actors promote citizen participation, provide services, oversee local governments’ performances and connect citizens with the latter; and (v) the rural communities can manage the new infrastructures (in terms of operations and maintenance). Moreover, for the NRM initiative as well as the overall microprojects’ implementation, there is need for land titling and/or identification of land areas for the different uses (agriculture, pastoral) and categories (forests, protected areas). Thus, this phase would focus on supporting the implementation of the Rural Land Tenure Law which would be an important input for the preparation of the LDPs and therefore microprojects’ identification, and the demarcation of the four ecozones identified for restoration. Specifically, project’s support would assist rural communities in setting up, training and operationalizing the local land management structures (SFRs) needed for land

⁸ The PAD was prepared on November 27, 2012 at which time the preparation of the Theory of Change was not a requirement at the World Bank. The TOC is therefore developed based on information derived from the PAD and other preparation documents.



titling. The capacity building activities would also be key for the project's results on land tenure security and sustainable land, water and forest management (SLWFM).

11. For the Project to achieve these results, the main assumptions were that: (i) there would be a stable political situation; (ii) there would not be a change in government's priorities vis a vis the decentralization agenda; (iii) there would be a limited turnover of government personnel at the regional/communal level during project lifetime; and (iv) project's capacity building activities are adequate to ensure effective and successful implementation of the key project's activities (land tenure, SLWFM, and microprojects implementation, etc.). Figure 2 is an illustration of the theory of change (TOC) of CBRD 3.

Project Development Objective (PDO) of CBRD 3

12. The development objective of CBRD 3 was "to enhance the capacity of rural communities and decentralized institutions for the implementation of local development plans that promote sustainable land and natural resources management and productive investments at commune level"⁹. The PDO for both IDA and GEF financings are the same.

Key Expected Outcomes and Outcome Indicators¹⁰

13. The following were the agreed upon PDO level indicators of CBRD 3:

- (a) Direct project beneficiaries (number) (of which female, in percentage) [IDA/GEF] – CORE indicator;
- (b) Annual Investment Plans (AIPs) with at least 50 percent of activities under implementation (percentage of all AIPs) [IDA]; and
- (c) Additional land area under sustainable land and water management (SLWM) and Sustainable Forest Management (SFM) practices (hectares) [GEF] - CORE indicator.

14. Indicator one was supposed to be used for both IDA/GEF financings, the second indicator was supposed to be used to assess activities financed by IDA resources and the third indicator for activities financed by the GEF resources. In addition, indicators 1 and 3 were part of the World Bank core indicators at the time of project preparation.

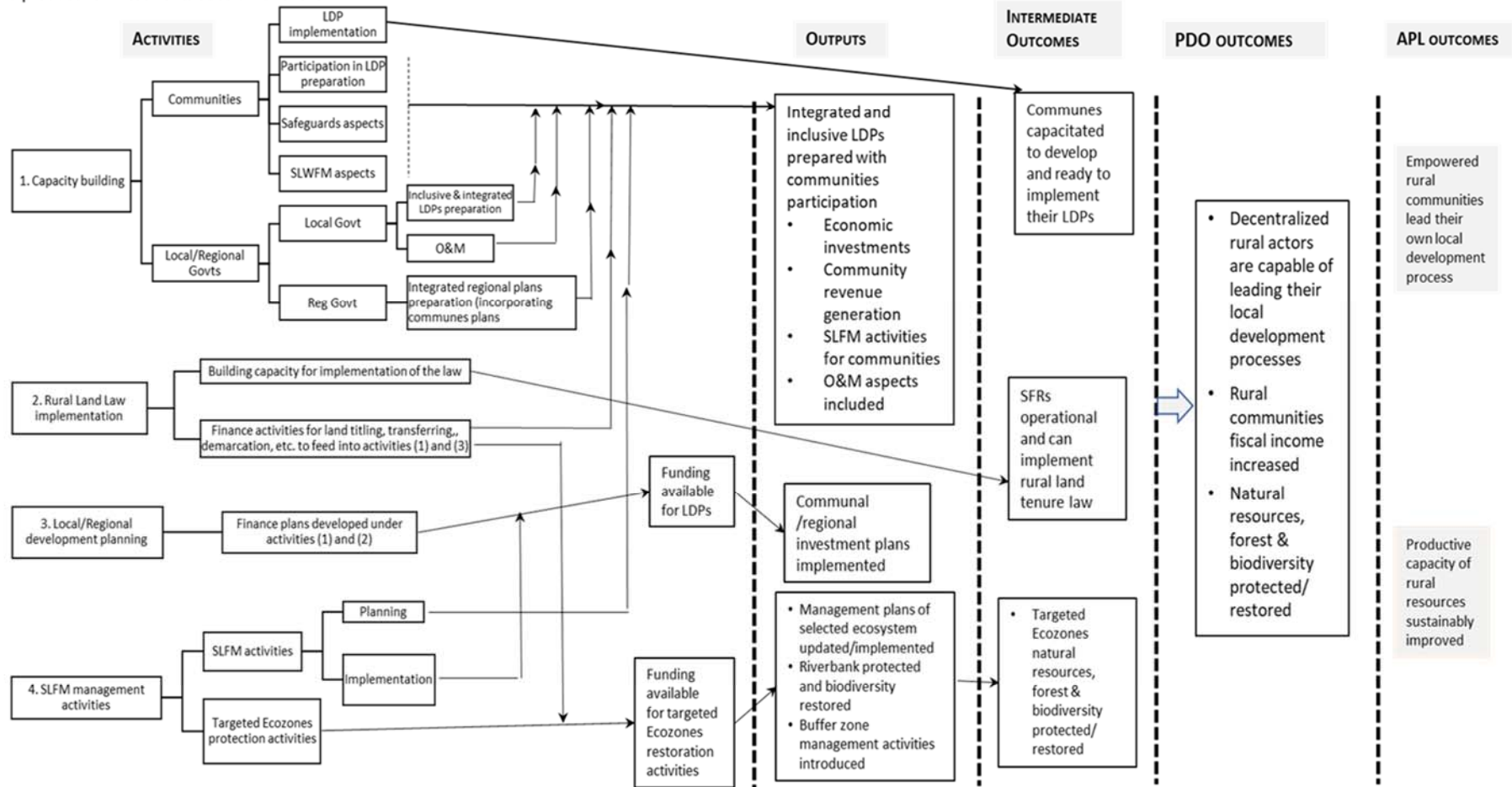
⁹ The PDO formulation is the same in both the Grant Agreement (schedule I page 5) and the PAD (page 7)

¹⁰ CBRD 3 PAD



Fig. 2. Theory of change diagram for the CBRD 3 Project

CBRD 3 PDO: Enhance the capacity of rural communities and decentralized institutions for the implementation of local development plans that promote sustainable land and natural resources management and productive investments at commune level.



Main assumptions: (i) that there would be a stable political situation; (ii) decentralization agenda still a priority for the government; (iii) there would be a limited turnover of government personnel at the regional/communal level during project lifetime; and (iv) project's capacity building activities are adequate to ensure effective and successful implementation of the key project's activities



Components of the CBRD 3 Project

15. The project had five components: Component 1: Strengthening the capacity for decentralized rural development; Component 2: Implementation of the rural land legislative and enhancement of local dispute resolution mechanism; Component 3: Local and regional investments; Component 4: Sustainable land and forestry management; and Component 5: Project management, monitoring and evaluation.

16. **Component 1: Strengthening the capacity for decentralized rural development (estimated cost at appraisal: US\$13.39 million; actual cost at project closing: US\$8.85 million).** This component had as objective to enhance local governance and improve local development planning and management of local governments at all levels. It had 4 sub-components: **1-A Capacity Building for Rural Local Governments** so that they are able to design and manage local development activities (including prepare local development plans that are economically and socially sustainable and focus on economic and income generating activities that are environmentally sustainable) in an inclusive and transparent manner and operate and maintain infrastructure in an efficient and sustainable manner. **1.B Capacity Building for Regional Governments:** to strengthen their capacity to oversee the harmonious and strategic development of the region within their respective jurisdiction; **1.C Capacity building for Local communities:** aimed at strengthening the capacity of civil society and the private sector to enhance their involvement in local development processes, including in the development of the LDPs, implementation of environmental and social safeguards, and sustainable land water and forest management (SLWFM) practices; **1.D Collaboration and communication:** to facilitate collaboration and ongoing communication to achieve synergies and complementarity between local development interventions to ensure the successful achievement of strategic local development objectives and strengthen communication flows at the commune level, enhance the visibility of project activities, and disseminate the results of the Project.

17. **Component 2: Implementation of the rural land legislative and enhancement of local dispute resolution mechanism (estimated cost at appraisal: US\$5.91 million; actual cost at project closing: US\$2.23 million).** With the adoption of the policy and the enforcement of the law on rural land tenure supported by the earlier Phases, the component was designed to support their implementation. It aimed at supporting the establishment, equipment and operationalization of the local government land tenure services (*services fonciere rurales* or SFR, *commissions foncières villageoises* or CFV and *commissions de conciliation foncières villageoise* or CCFV) responsible for the implementation of the law, and finance activities to enhance the efficiency and transparency of land titling processes in rural communes and rural land policy awareness programs.

18. **Component 3: Local and regional investments (estimated cost at appraisal: US\$54.24 million; actual cost at project closing: US\$56.31 million).** This component was aimed to build on the achievements of the first two Phases of the program to promote socio-economic growth and sustainable development through the financing of strategic local development investments. Since communities gave greater priority to social investments during the first two Phases of CBRD, Phase 3 of the project was supposed to particularly focus on economic investments that promote local economic growth and revenue generation and NRM/environmental investments which are needed to ensure sustainable rural development.

19. **Component 4: Sustainable land and forestry management (SLFM) (estimated cost at appraisal: US\$2.10 million; actual cost at project closing: US\$0.53 million).** This component was aimed to support restoration and protection of natural resources, forest and biodiversity in the larger ecosystem



landscape related to agricultural expansion. It was supposed to include natural resource management and protection of selected ecosystems (the ecological zones and regions of PONASI, Nazinon, the Eastern region and the Northern Plateau Central region), beyond the community-based investments of Component 3 and capacity building of Component 1 above.

20. Component 5: Project management, monitoring and evaluation (estimated cost at appraisal: US\$17.87 million; actual cost at project closing: US\$15.20 million). This component's objective was to ensure that the project's components and activities would be effectively implemented, coordinated, monitored and regularly evaluated.

C. SIGNIFICANT CHANGES DURING IMPLEMENTATION

21. There were two modifications made to the project, though only one was done through a formal project restructuring. The first was the review of some of the targets in the project's results framework decided during the MTR. However, this change except for mentioning it in the Aide Memoire of the MTR (dated April 2016) was not done through a formal restructuring (see section C. Bank Performance). The second modification was the extension of the closing date of the project by seven (7) months (from May 31, 2018 to December 31, 2018). This was done through a formal level 2 restructuring that was approved on November 16, 2017.

22. Moreover, with the retirement of the Task Team Leader (TTL), a transfer of task team leadership was also done in December 2016.

Rationale for Changes and Their Implication on the Original Theory of Change

23. As explained above the first change was at the onset of the MTR that concluded for some of the indicator targets needed to be revised downward to make up for the delay in the implementation of the project's activities due to the political unrest from 2014 to 2015 (see Section C Quality of supervision). The second change was the extension of the closing date to allow the project to complete the remaining activities and hence enable the achievement of the PDO.

24. None of these modifications had an implication on the TOC.

II. OUTCOME

25. The basis for the evaluation of the Project's outcome were the implementation support missions documents (including quarterly reports, Aide memoires, Management letters, etc.) and Implementation Status Reports (ISRs) and the numerous studies and knowledge products prepared by CBRD 3, CBRD 2 and CBRD 1 over the period 2001-2018 (see Annex 8 for the full list). The ICR team had also the opportunity to participate in the last implementation support missions (December 2018), including in the one-day stakeholders' workshop organized during this period (Annex 7 Stakeholders' workshop report). Unfortunately, CBRD 3 did not conduct an overall final impact survey for the Implementation Completion and Results Report (ICRR).

A. RELEVANCE OF PDO

Rating of Relevance of PDO: High

26. **Project's Objective.** The Project's overall objective is as relevant now as it was at appraisal. The Project objective is consistent with the current national strategies and policies regarding poverty reduction, rural



development and decentralization, including the PNDES (2016-2020)¹¹ and the PNSR II¹². The activities supported by the Project are highly relevant to all three priorities of the PNDES namely: (i) “Good governance and institutions” - which is to be promoted at the political and administrative level, as well as through better economic management and meaningful decentralization to local government; (ii) “Human capital development” - that includes health, education and employment, but also research, water and sanitation, access to energy, housing and urban planning; and (iii) “Economic transformation for growth and job creation” – which includes employment-generating investments in basic economic infrastructure and processing capacity, as well as actions to ensure sustainability and mitigate environmental degradation. Moreover, according to the PNDES, the instruments selected for the implementation of the strategy include the LDPs (regional and communal development plans) which were updated and implemented under the CBRD 3, and the actors involved in the implementation of the PNDES are the State, local authorities, the private sector, civil society organizations who were the primary beneficiaries of the project.

27. The CBRD 3 is also aligned with World Bank’s Country Partnership Framework (CPF FY18-23). The capacity building activities which were for an improved governance and delivery of services, are consistent with the CPF strategic objectives 2 “Invest in human capital and social protection systems” and 3 “Strengthen governance and support citizen engagement”. The SLM and NRM segment of the project are in line with Components 1.1 and 1.5 of the CPF that focus on natural capital.

28. **Assessment of the rating of the relevance of PDO:** For the above reasons, the ICR rates the relevance as **High**.

B. ACHIEVEMENT OF PDO (EFFICACY)

Rating of Efficacy: Modest

(a) Outcome 1: Decentralized rural actors can lead their local development processes

29. **Local development planning.** The Project design was consistent with the PDO with a strong capacity building component coupled with the resources (Local and regional investment funds) for the implementation of the microprojects. As a result, the local development planning and management of rural communities and decentralized and deconcentrated institutions were improved, and they were able to better play their respective roles; e.g. for the regional government overseeing the harmonious and strategic development of the region and for rural local governments designing and managing local development activities as well as managing their fiscal revenues¹³; and for the local communities (private contractors, NGOs, decentralized government institutions) accompanying/supporting the rural local and regional communes to effectively and efficiently carrying out their mandates. Most Village Development Councils (CVDs) have acquired the necessary skills for micro-project planning and management, through the successful combination of coaching and learning-by-doing. As a result, 95 Local Development Plans (LDPs) were updated, resulting in all 302 rural communes having an updated LDP¹⁴. The decentralized and

¹¹ With the end of the SCADD (2011-2015) the government prepared the second phase of the vision “Burkina 2025” known as the PNDES (2016-2020). PNDES is also based on the vision Burkina 2025, the African Union Agenda 2063 and the Sustainable Development Goals.

¹² The PNSR II constitutes the National Agricultural Investment Plan (NAIP) of Burkina Faso for the period 2016-2020.

¹³ The rural municipality of Koper, for example, saw an increase of its fiscal revenue by more than 7 percent per year, which could, in part, be attributed to the training on “resource mobilization” that the municipal councils benefitted from (Annex 7, Stakeholders’ workshop report).



participative nature of the activity and the approach used (“learning by doing”) also led to ownership of the development activities by the local communities. In addition, most of these LDPs presented a generally good assessment of the villages’ socio-economic conditions and development constraints and proposed a long-term village development plans with concrete activities for developing productive and social assets, matched to the primary needs of the inhabitants.

30. Other results of the capacity building activities included: (i) the mastering by the local communities of the technologies introduced during project implementation (for example training on composting techniques had a positive impact on agricultural practices with a decrease in the purchase of chemical fertilizers and an increase in yields and long term fertility of the soil; (iii) the fact that the municipal councils and special delegations of rural communes and regions were able to continue with their local development activities, despite the socio-political and institutional instability of 2014-2015, was mainly attributable to the project’s capacity building activities on national public finance procedures. During this period the execution rate of Component 3 increased from 12 percent in the first quarter to 64 percent in the second quarter which shows not only the dedication of the communities, but also the progressive increase in their capacity regarding local development and procurement procedures; and (iv) the emergence of local and national political leaders; i.e. the village development councilor becoming a mayor or the mayor becoming a deputy¹⁵.

31. LDP implementation. In most cases, implementation of the LDPs, including the development/implementation of the related annual investment plans (AIPs), were done in a participatory manner. The Project co-financed commune level micro-projects included in the AIPs, while at regional level it financed more important infrastructure works that would benefit several communes.

32. The communes played the role of project manager (by preparing and launching the call for proposals, doing the technical and financial evaluation, signing the contracts, supervising the works, including administration and financial management, and receiving the finalized infrastructures/works). According to project data, the communities’ total contribution (both in kind and nature) amounted to 1.6 million FCFA, which represents about 36 percent of the total financing (see table 6.6 Annex 6). A total of 324 departments, in all 302 rural communes benefited from project investments. The total cost of financing is estimated at 29.8 billion FCFA. Whereas, eighty (80) percent of the AIPs were executed at more than 50 percent, 96 percent (about 2,500 microprojects) had been completed.

33. Institutional implementation capacity. The institutional implementation capacity is an important factor for successful decentralization. As described in earlier paragraphs, the project played a key role in the capacity building of the various institutions, leading to a good implementation of the activities.

34. The main challenge with the capacity building activity was the high rotation of institutional actors due to elections and administrative staff reassignments, making it difficult to ensure smooth implementation and follow-up of both on-going and new micro-projects (for example there were delays in the implementation of project activities due to the arrival of the new officials after the 2015 elections). Another finding of the ICR evaluation is that the capacity building efforts to ensure O&M of community

¹⁴ 190 municipalities already had their plans developed with the support of phase 2. The remaining 17 municipalities were supported by other development partners to carry out their planning.

¹⁵ For example, the current mayor of Kimbra Commune was the treasurer of the CVGT of Kembara from 2002-2006. She has since been elected as mayor three times.

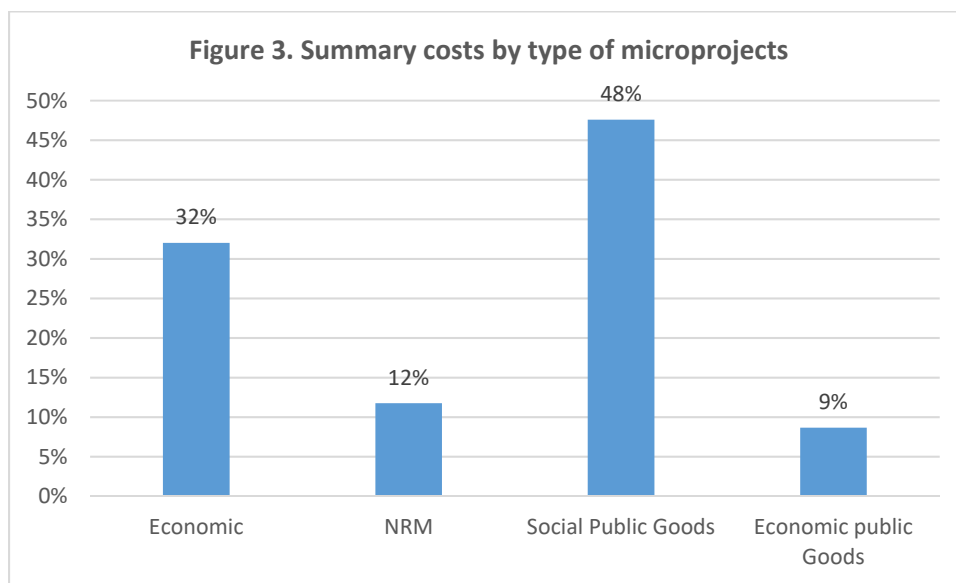


infrastructure were not always effective. As a result, a number of community investments do not have a functional and/or sustainable O&M arrangement in place. The ICR team was able to witness a case of this issue during field visits.

(b) Outcome 2: Rural communities fiscal income increased

35. **Composition of the microprojects.** Investments in public social goods dominated the first two phases of the CBRD. Phase 3 therefore put a specific emphasis on economic infrastructure by stipulating that 55 percent of the sub-projects were to be economically oriented and income generating.

36. According to the Project data, 41 percent of the project resources under Component 3 were allocated to the economic micro-projects, with 12 percent to NRM microprojects and 48 percent to social infrastructures (see Figure 3 below).



37. With the implementation of the microprojects, local communities were able to enjoy increased access to socio-economic infrastructure and the communes were able to increase their fiscal revenue (from taxation and income). For example, the average monthly rental costs are 2 856 CFA francs per shed, 4 969 CFA francs per shop, 28 500 CFA francs per house and the cattle markets generate an average monthly income of 300,000 CFA francs.

38. Despite the Project’s intention of primarily focusing on economic investments to improve municipalities’ own revenues, this could not be realized because of the Commune’s relatively bigger preferences for social assets. As a result, the achievements that were expected to generate local wealth and serve as a basis for sustainably increasing municipal revenues were below expectations: 41 percent of the resources versus the target of 55 percent.

(c) Outcome 3: Natural resources, forest & biodiversity protected/ restored

39. **Land tenure activities.** The project initiated partnerships and synergies with other actors to build and strengthen the capacity of the rural land services (SFRs) in rural communities which produced some tangible results: (i) issuance of two thousand (2,000) *Attestations de Possession Foncière Rurale* (APFR, Certificate of Land Ownership) in fifty (50) communes, (ii) development of ten (10) local land charters, and



(iii) studies and research for a better understanding of rural land issues. However, this activity was only 50 percent accomplished, as it did not reach the number of planned communes (100). In addition, the delay in implementation of this activity negatively impacted the project’s activities with respect to micro-project implementation and SLWFM activities.

40. **Management of natural resources, lands and forests.** Under Component 4 with GEF financing, the Project prepared 4 integrated management plans of protected areas, and 34 participatory forest management plans. Investments in eco-tourism (hotels, ...) were also undertaken. However, not only are these achievements considered modest, their financial and economic performance is not yet clear, since most of the investments were only recently completed and no quantitative information is available. In addition, the identification and devolution of lands and forests from the Ministry to the communes are only in their initial phase and some of the NRM investments and activities were not effective. For example, some tree plantations and improved lowlands are in a poor state because of inadequate maintenance and management arrangements. Moreover, since NRM activities were mainly implemented at the regional level, and because regional implementation suffered from long delays due to the procurement process, 75 percent of the initially allocated resources were reallocated to Component 3. Thus, the CBRD 3 has only partially achieved the third outcome (See Annex 6 for the detailed discussions).

Results framework - Status of achievement of the PDO indicators¹⁶

41. The project’s data show that all PDO indicators were achieved, with more than 4 million direct beneficiaries (51 percent of which are women), 80 percent of the AIPs were implemented at more than 50 percent, and more than 200,000 ha were brought under SLWM/SFM practices (see Table 1 below).

Table 1: Status of achievement of PDO indicators

| Indicators used | Target | Achieved | % of achievement (from target) |
|---|-----------|------------|--------------------------------|
| Direct beneficiaries (number) of which female (percent) | 2,000,000 | 4,046,760 | 202% |
| Approved AIPs executed more than 50% (percent) | 80% | 80% | 100% |
| Additional land area under SLWM or SFM practices (ha) | 15,000 ha | 213,320 ha | 1,422% |

Analysis of the activities by component

42. **Component 1: Strengthening the capacity for decentralized rural development.** This component focused on strengthening the capacity for decentralized rural development institutions. The Project’s capacity building was done at three levels (regional governments, rural local governments and local communities) and consisted of trainings, local planning, communication and concertation. The Project trained about 44,000 people (35 % of which are women). The trainings covered 49 thematic areas, all considered as relevant and responding to the needs of the participants (as witnessed during the stakeholder workshop of December 2019¹⁷). The main challenge for this component were the high

¹⁶ The evaluation has noted some weaknesses in the results framework; thus, given the targeting issues for some of the indicators, the results cannot always be seen as achievements (see Section C, Quality at entry and Annex 1 the results framework)

¹⁷ The ICR team had the opportunity to participate at the last supervision mission of the project, during which it was able to see some of the infrastructures built by the project, have direct interactions with the beneficiaries, and participate in the one-day stakeholders’ workshop organized by the Project (Annex 7 for the stakeholder workshop report).



rotation of institutional actors due to elections and administrative staff reassignments, making it difficult to ensure smooth implementation and follow-up of both on-going and new micro-projects.

43. Component 2: Implementation of the rural land legislative and enhancement of local dispute resolution mechanism. Component 2 contributed to the implementation of the rural land legislation and the enhancement of the local dispute resolution mechanism. Activities under this component were important and formed the basis for the implementation of components 3 (FIDL) and 4 (SLWM). The component supported the establishment and operationalization of the local government bodies responsible for the implementation of the law, and at enhancing the efficiency and transparency of the land titling processes in rural communes and rural land policy awareness programs.

44. This component, however, achieved only part of what was originally intended. Implementation was delayed because of socio-political unrest during 2014-2015 which led to a significant scaling-down of component activities (indicators' targets were lowered) and transfer of part of the component's resources to component 3 (Annex 3 project costs by component). Important activities, such as the work on securing community investments and/or resolving conflict between farmers and herders, piloting mobile courts, could not be fully implemented. This in turn negatively impacted the project's activities under component 3 and 4.

45. Component 3: Local and regional investments. Component 3 is the main investment component of CBRD 3 accounting for more than 65 percent of the total project costs. About 2,501 micro-projects¹⁸ were financed between 2014 and 2018 for a total amount 29.84 billion CFA francs, or a disbursement of 110 percent of the initial amount allocated. The top-3 investment areas in terms of budget allocation were (i) education, including the construction and equipment of class rooms (34% of budget allocation), (ii) local commercial infrastructure (27% of budget allocation), including markets, slaughter areas, vaccination facilities and retail outlets, which generate recurrent revenues for communes and create conditions for local economic development; and (iii) the mobilization of water for humans and animals (13%).

46. The discussions during the stakeholder workshop highlighted some of the difficulties in the implementation of this component. The small size of the financial envelopes allocated at commune level was often not enough for the implementation of desired large infrastructure projects. The poor technical and financial capacity of some of the local service providers was another problem which sometimes resulted in poor quality of the infrastructures. Inadequate follow-up or supervision of project sites by some of the contract managers/supervisors was also noted as an issue for certain municipalities. Finally, some of the infrastructure is not used due to poor site selections (this was often due to the CVDs not consulting with the community on important decisions).

47. Component 4: Sustainable Land and Forestry Management. Under Component 4 with GEF financing, the Project prepared 4 integrated management plans of protected areas, and 34 participatory forest management plans. Investments in eco-tourism (hotels, restaurant, etc..) were also undertaken. The main challenges under this component were that some NRM investments and activities were not effective. For example, some tree plantations and improved lowlands are in a poor state because of inadequate maintenance and management arrangements. Moreover, since activities are mainly implemented at regional level, and because microprojects implementation at the regional level were less effective due to long delays in project preparation and execution, there was no interest in such activities by the

¹⁸ 394 microprojects financed in 2014; 476 microprojects in 2015; 690 in 2016, 667 in 2017 and 274 in 2018.



communities. As a result, during project implementation, it was decided to reallocate close to 75 percent of the initially allocated resources to component 3.

Justification of Overall Efficacy Rating

48. The Project was broadly successful with respect to building the planning and microproject management capacity of beneficiary groups. It also obtained significant results regarding institutional capacity-building at the communal and regional level. There were weaknesses however, in terms of qualitative aspects such as the strengthening of local capacity to manage community resources and infrastructure. The project's target for the economic investments was not achieved. Implementation of the rural land tenure law and SLM components were also rather limited. Based on these results, the Project's **overall efficacy is rated Modest**.

C. EFFICIENCY (EFA)

Rating of Efficiency: Substantial

49. An ex-post economic and financial analysis (EFA) was done as part of the ICR activities. The main sources of information for this ex-post EFA are the data collected during the mission of April 2019. In addition, the ex-post EFA benefited greatly from the different studies prepared under the project including the completion report of CBRD3¹⁹ and the data collected in November 2018 through a sample survey of microproject²⁰.

50. The financial ex-post analysis covered 15 types of micro-projects, including productive investments at household level, as well as investments of communes in commercial infrastructure and economic public goods. The productive investments (lowland development, horticulture, beekeeping, compost pits, stone bunds) were generally financially sound investments. For investments in commercial infrastructure, such as retail shops, butcheries, and storage facilities, communes have set the rent at a very low level which does not ensure an acceptable return on the investment. On the contrary livestock markets, modern markets and slaughter areas were generally good investments, when the location ensured sufficient economic activity and flow of users' fees. The financial performance of boreholes and water points is weaker, as users' groups tend to see access to water as a social right and only mobilized just enough contributions to ensure daily management and small repairs.

51. This economic ex-post analysis of CBRD 3 takes into account investments in (a) productive goods; (b) economic public goods with their direct financial return on investment, but also their indirect impact on the livelihoods of the populations; (c) the impact of social public goods (education, health, drinking water) on the livelihoods of people; and (d) environmental benefits, which will be calculated using EX-ACT. For productive investments and economic public goods, economic shadow prices of investments in equipment, labor, inputs and outputs were used to calculate the economic incremental cash flow. The typical spill-over or leverage effect of economic public goods was taken into account using a multiplier factor. For social public goods, proxies were used to quantify the derived economic benefits in terms of a more productive life or better future incomes of the beneficiaries. Results from the EX-ACT analysis show that the Project constitutes a sizeable net carbon sink of -683,367 tCO₂ eq over 20 years, thus -34,168 tCO₂ eq annually. The ex-post Economic Internal Rate of Return (EIRR) and Net Present Value (NPV) of

¹⁹ PNGT3. *Rapport d'achèvement du PNGT2 Phase III (juillet 2013 à décembre 2018). Décembre 2018.*

²⁰ PNGT3. *Analyse économique et financière des microprojets réalisés par les collectivités territoriales avec l'appui du PNGT2, phase III. Décembre 2018.*



CBRD 3 were calculated for three scenarios of carbon pricing, using the low and high range social cost of carbon and at market prices. Depending on the scenario, the EIRR varies between 22.0 and 30.6 percent while the NPV varies between US\$58.9 and US\$85.5 million (see Annex 4 for the full Economic and Financial Analysis).

Assessment of Efficiency and Rating

52. Overall CBRD 3 was considered as an efficient investment operation, as demonstrated by the following aspects of its implementation: (i) full disbursement within project duration²¹; (ii) competitive unit costs of investments compared to those of other developed partners' projects; (iii) important mobilization of local labor as beneficiary contribution and willingness of beneficiaries to contribute to the investments, (iv) community support mobilized to identify, design and implement micro-projects; (v) actual cost of reaching each beneficiary rather low thanks to the mobilization of the communes; and (vi) CBRD 3 achieved (and sometimes exceeded) for most of the quantitative and qualitative targets set in the results framework²². However, the limitations include: microprojects financed during the last year of project implementation are difficult to assess; there are quality issues for some of the infrastructure; there is lack of management committees for some of the constructed facilities; and the technical and financial capacities of communities to maintain the infrastructures in the future is questionable.

53. Based on these results, overall project efficiency is rated **Substantial**.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

Overall Outcome Rating: Moderately Satisfactory

54. CBRD 3 Project is still relevant under the new strategies of both Government and the World Bank. Moreover, it played an important role in the reinforcement of the capacity of the decentralized structures that enabled them to properly play their respective roles. The microprojects financed contributed to the improvement of accessibility to the rural community for the basic socioeconomic and environmental infrastructure and services. Most of these financed micro-projects were financially sound and efficient and they helped to promote the socio-economic growth of the beneficiary communities as evidenced by the EFA. The project also contributed to the restoration of the targeted eco-zones.

55. However, the lack of a sustainable and strong technical capacity building program remains a challenge. Implementation of the Land tenure law and SLWM was also limited. Another weakness was the non-achievement of the economic microprojects' target which limits the fiscal capacities of the communes and the availability of future resources for the sustainable implementation of future LDPs/AIPs.

56. Thus, based on the high relevance, modest efficacy and substantial efficiency, the overall outcome rating is **Moderately Satisfactory**.

E. OTHER OUTCOMES AND IMPACTS

57. **Gender.** The CBRD 3 Project was to support the implementation of the 2009 National Gender Policy of the Government through the promotion of gender aspects in all the project's components: (i) increase

²¹ The difference between this amount and the one in the Datasheet (page ii) is due to the US\$/SDR exchange rate loss.

²² One should note here, given the targeting issues for some of the indicators, the results cannot always be seen as achievements (Section C, Quality at entry and Annex 1 the results framework)



women's participation in the investment decision-making process; (ii) contribute to a more gender-balanced access to land and financing; and (iii) reduce gender-related vulnerabilities (CBRD 3 PAD, Box 1, page 2).

58. According to project data, out of the 23,620 people trained, 4,964 (or 21%) were women. The trainings targeted primarily ad hoc committee members and local councilors on their role in the facilitation of local development and to ensure gender mainstreaming during the preparation of the LDPs. Women were important beneficiaries of the project's activities related to land tenure security for vulnerable producers. For example, in Douna in the Cascades region, 274 Rural Land Ownership Certificates were issued to women farmers of lowland plots developed for rice production. Women were also targeted in the project activities related to SLWM. In the context of land and forest management, 3,859 women were trained, representing 79 percent of the beneficiaries of the training.

59. Through its microproject financing activities, the Project contributed to the improvement of women's lives and their empowerment by (i) reducing the burden of chores with access to equipment; (ii) providing them access to improved services (including health related services), and (ii) increasing their employment and income-generating capacity. Women benefited, for example, from financing for microproject such as, (i) support for the production of 5,455 three-stone improved stoves, (ii) the setting up of 7,950 manure pits, and (iii) the creation of protection zones (benefitting 74 women from the commune of Laye). In terms of access to basic social services, the microprojects benefitting women included (i) 442 drinking water points (boreholes and mini-AEPS) to relieve women of burden associated with the collection of drinking water, (ii) 24 maternity wards, and (iii) 27 vegetable gardens. At the same time, project activities opened the way for women to integrate into village associations and thereby share in the decision-making process at the community level. Currently about 13 percent of community councils are women.

60. Despite these achievements, it is difficult to assess the real impact of the project on gender issues. The project design lacked an analysis of the way by which gender would be considered with regards to participation in local priority setting and investment decision making. In addition, gender disaggregated indicators are limited to the capacity building activities, and the lack of baseline data makes it difficult to have clear assessment. Moreover, during the stakeholder workshop, the ICR team noted that very few women were represented in the commune councils and interviews with women council members attested to the fact that their representation was quite low overall.

61. CBRD 3 impact on local development. The evaluation studies carried out under the CBRD program provide a view of the project's contribution to economic, environmental and social outcomes. In particular, the studies carried out in 2011 and 2017, in collaboration with the University of Ouagadougou, capture the evolution in the standard of living of rural households. Another source of information is the assessment carried out by CBRD 3 in 2016 on the impact of the investments realized with project support. The results show that the project contributed positively to the economic and social outcomes. For example, the project's activities in agriculture production and income generation, contributed to the improvement of the average incomes of rural households (between 2011 and 2017 there has been an increase of 1.37 percent in average income per capita). Similarly, the social impacts generated by the project are analyzed through increased access to basic social services such as education, health, drinking water and sanitation. CBRD 3 financed the construction of 890 classrooms as well as the equipment of 1,516 classrooms, which make it possible to accommodate 47,580 elementary school students and 10,640 post-primary students every year. With regards to access to water and sanitation, the results of CBRD 3's environmental and social audit of investments of April 2018, show that 98.3 percent of the beneficiaries



surveyed say they have access to sanitation while 81.8 percent say they have access to clean water (see Annex 6 for the details).

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

62. Overall, the fact that this was a follow up phase facilitated and accelerated the preparation and effectiveness of the project. The PDO was simple and relevant to the existing strategies of the government and the components' structures as well as the component level activities were more or less the same as for Phase 2 (except for bringing out the SLWM under a separate additional component). The Project coordination units both at central and regional level were already in place and operational, the project areas were the same as for phase 2, the beneficiaries and implementing partners were also known. So, all these made it easier to quickly start project implementation.

63. But the ICR team thinks that, the decision of developing a new results framework (with new sets of indicators), even if Phase 3 had the same component structures as for Phase 2, was not a good one (see section IV A on M&E below). The evaluation also thinks that, with the decision of dropping the use of the newly created Permanent Fund for Territorial Collectivity Development (which was one of the triggers from Phase 2 to 3) because it was not yet operational, earmarked provisions should at least have been made in project activities to test other alternatives as this was important for ensuring the sustainability of financing the future micro-projects.

B. KEY FACTORS DURING IMPLEMENTATION

GOVERNMENT

64. Despite political unrest and a change in Government, the new Government's policy with respect to decentralization was maintained and project's activities peaked up once the situation was stabilized. By end of project the counterpart funding was at 60 percent (see Project Datasheet's financing section page ii).

65. With respect to Financial management, the audits were done on time and the reports submitted timely. Financial management was rated Satisfactory during most of the implementation support missions. With regards to procurement some weaknesses were identified such as lengthy procurement processes and non-compliance with procedures. All the implementation support missions rated safeguards as Satisfactory (see section IV B for additional information). The M&E the system was robust and data collection and reports preparation were done on time, and the beneficiary assessments studies had been organized as planned. The principal weaknesses of the M&E were mainly attributed to the limitations with respect to staffing and operating resources in addition to the newly developed weak results framework of phase 3. An impact assessment of Phase 3 had not been done.

WORLD BANK:

66. The TTL of the Project for Phase 3 was the same as for Phase 2 and was responsible for the project for almost 3.5 years, after which he retired and was replaced by another TTL; this transfer was done smoothly. The fact that the TTL was locally based and thus close to the client was also a positive factor. A total of eight implementation support missions were done for the 3rd phase.



67. Overall the ICR team noted a lack of proactivity from the World Bank team side. During the 2014/2015 unrests and later on with the growing insecurity the country has been experiencing, there were no clear efforts to adapt to the prevailing situation. Not only, just two changes/modifications were proposed to be made to the project, the agreed changes during the MTR (that called for the revisions of the targets of some of the indicators) had never been followed up through a formal restructuring (see section I B). There were also limitations with the reporting. Towards the beginning of Project implementation, the timing of the ISRs did not correspond to the implementation support missions; they were done either before or after and with significant gaps. As a result, the data reported were not up-to-date. The ratings of the ISRs lacked candidness and were also not realistic; a satisfactory project implementation rating (despite the delays in components' implementation) and overall project risk rating of low despite the unrest of 2014/2015 (see Section IV C).

OUTSIDE CONTROL

68. The political unrests of 2014/2015 resulted in a new Government that took several measures, some of which had direct impact on the project. For example, the liquidation of the municipal councils in 2015 and their replacement by the Special Delegates with little/weak capacity and knowhow of local development, resulted in the delay of the implementation of the key components of the project (i.e. those related to the rural land law implementation, local and regional investment financings, and SLWM activities). In addition, the implementation of the rural land law was suspended for about 5 months and implementation was limited afterwards up until the 2016 presidential elections. Since 2015 Burkina Faso has been experiencing growing insecurity, marked by several high-profile attacks in the capital Ouagadougou, and expanding to certain regions of the country, particularly in the Sahel, the North and the East. This had had an impact on the support provided to local authorities by project officers, state technical services and local service providers. Although rare and isolated, extreme weather events such as high winds and floods caused the destruction of some of the Project financed infrastructures.

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

Overall rating of M&E quality: Substantial

69. **M&E Design.** The M&E system (established under earlier phases of the program) was already operational when Phase 3 started, and the system was robust. The activities as well as the responsibilities were well described. Two types of information were collected within the framework of M&E; namely data collected by the *Cellules communales de suivi-évaluation* (CCSE) and the data collected by the PCU at the national level. The survey methodologies and requirement for assessing the project results were detailed out. The design had also provision for conducting two country wide surveys, in collaboration with the University of Ouagadougou, to accurately capture the project's attribution.

70. The system's weakness is principally attributed to the weak results framework of Phase 3 especially that the indicators used were "weak" and the targets not always "realistic". This in turn made it difficult to properly assess the project's results (see Annex 1 for the detailed evaluation of the indicators). Finally, except for some, the indicators did not provide the disaggregated data on women beneficiaries, though in the PAD it was stated that "the M&E system will focus on tracking project results and providing gender-disaggregated data whenever possible" (CBRD 3 PAD page 15).



71. **M&E Implementation.** At national and regional level, the implementation of the system proved to be effective because it enabled the regular production of the various progress reports and the fulfillment of requests for information on the results of the project. There was a good reporting system, through the quarterly and semi-annual reports, quarterly activity planning reports, and consolidated annual report (a total of 5 annual reports were produced). The steering committees' meetings to validate project reports and annual work plans and budgets were held as planned (twice a year thus a total of 10 meetings were held).

72. The studies carried out by the CBRD 3 with the support of the University of Ouagadougou in 2011 and 2017 have made it possible to capture the evolution of the standard of living of rural households through indicators covering eight major domains that are: (i) income, (ii) poverty and inequality (iii) education, (iv) health and nutrition, (v) food security, (vi) water, sanitation, (vii) access to productive assets; and (viii) the domestic burden of women.

73. On the other hand, the M&E system was fraught with difficulties. At commune levels, these were due to among others: (i) the lack of an appropriate regulatory framework; (ii) the insufficiency of operating resources and the mobility of the key members of the CCSEs; and (iii) the heavy workload of the CCSEs. At the national level, the national staff in charge of the M&E are overburdened (in addition to their M&E responsibilities, they had to also follow the implementation of environmental and social safeguards and NRM activities) and with minimum operating budget. This did not always make it possible to make the necessary field trips, but also to cross-check the information transmitted by the base.

74. **M&E Utilization.** The project adequately monitored all progress and results data. However, the progress and results data were not effectively utilized to guide restructuring or making strategic decisions. For instance, attempt to review the targets were only made at MTR, while signs of delay were already identified from the start of the project.

75. **Justification of Overall Rating of Quality of M&E.** The CBRD program established a good M&E system which effectively produced timely reports. The weakness for the system, under Phase 3, is principally attributed to the weak implementation capacity (both in staffing and budgets) and the limitations of the newly developed results framework. Based on this the ICR rates the Overall quality of the M&E as **Substantial**.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

76. **Environmental and social safeguards.** The project was classified category B (meaning the potential environmental and social negative impacts were minor, sites specific and easily manageable). Four World Bank safeguard policies were triggered, namely: OP 4.01 on Environmental Assessment (to address overall environmental and social impacts through an Environmental and Social Management Framework (ESMF); OP 4.04 on Natural Habitats (as some of the project activities were taking place in or near natural habitats, for which the ESMF includes mitigation measures); OP 4.36 on Forests (as some of the activities included local forestry, for which the ESMF included mitigation measures); and OP 4.12 on Involuntary Resettlement (in case the project involved land acquisition leading to resettlement and/or loss of access to resources or livelihoods; an RPF and Process Framework had been prepared for this purpose). Mitigation actions and measures were adequately implemented, as needed, which addressed the identified environmental and social risks and impacts. Throughout the implementation, environmental and social safeguards were rated Satisfactory.



77. **Financial management.** Overall the financial management arrangement was responsive to implementation requirements. Financial management of the project was found problem-free by supervision and audit. The PCU managed the project’s accounts according to the two grant agreements, in a satisfactory manner since none of the annual audits led to qualifications on overall management. In addition, the project team applied all recommendations made to improve internal control. However, funds disbursement pace was very slow during the first 3 years (disbursement stood at 39 % for IDA and 21 % for GEF), and only picked up after MTR (see Figures 3 and 4 below). By the end of the project the disbursement level of the IDA was at SDR 45,358,525.33 (or 99.91%) with an outstanding balance of about US\$760,000 and of GEF at US\$7,374,615.51 (or at 99.52%).²³.

Figure 4 Burkina Faso CBRD 3
Quarterly disbursements for IDA-H8220
(XDR)

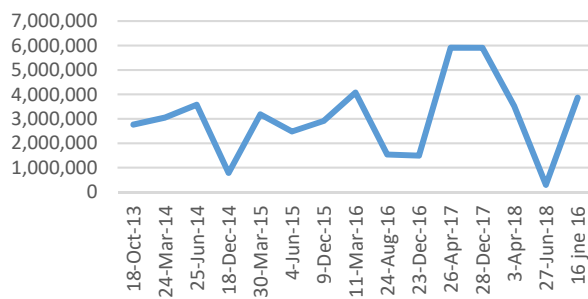
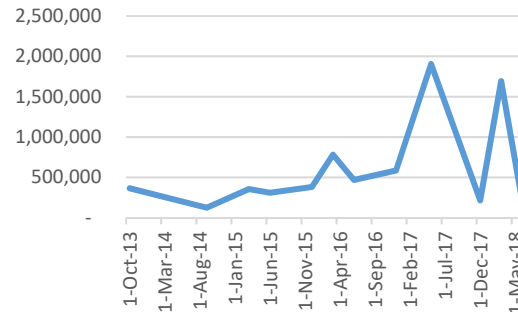


Figure 5 Burkina Faso CBRD 3
Quarterly disbursements for GEF TF-
13637 (USD)



78. **Procurement.** A procurement plan was prepared every year, regularly updated, and approved. The principal challenges to procurement under the project included the: inadequate staffing of procurement specialists at Commune levels; lengthy procurement procedures; and low technical qualifications among local service providers, which resulted in delays and failures in executing contracts, as well as long delays in paying service providers.

C. BANK PERFORMANCE

Overall Rating of Bank Performance: Moderately Unsatisfactory

Quality at Entry

79. The preparation of CBRD 3 was quickly started (while Phase 2 was still under implementation) and completed and the project was declared effective on time before the end of Phase 2.

80. In terms of project design the PDO was relevant (section II A) and the PDO statement was clear. The components’ structures were almost the same as Phase 2 (except for adding the SLWM component) and the activities under each of them responded correctly to the PDO. The project’s implementation arrangements were the same as for Phase 2, except for the implementation of the SLWM activities (Component 4) which were delegated to OFINAP. The national project teams (both at central and regional

²³ Data from Client Connection as of April 30, 2019



level) and the implementation institutions were more or less the same as for Phase 2. And just like for Phase 2, Phase 3 targeted the 302 rural communes and 13 regions. All these enabled Phase 3 to start the activities without delay.

81. The evaluation has, however, also identified a few limitations. The first one of these limitations is linked to the results framework; the weak indicators and the absence of baseline limit the extent to which the project's development outcomes can be measured. In addition, the targets setting for some of the indicators were too low (for example the PDO indicators for total beneficiaries and SLWM were already far exceeded by mid-term) or not correct (the number of LDPs to be updated). These limitations of the results framework made it difficult to correctly assess the project's achievements. For example, the overachievement of the PDO level indicators did not reveal the implementation difficulties of the land tenure and SLWM components, both critical for the overall success of the project (see Annex 1 for the detailed discussions).

82. The ICR team thinks that given the same component structures and types of activities the project should have continued/build on the results framework of Phase 2; this could have helped at least correct the lack of baseline data but also better assess the program's result (especially that the last 2 phases were the key phases of the program during which the critical activities were supposed to be implemented).

83. The second limitation is with the risk ratings that did not reflect the prevailing situations: for example, despite the signs for political unrest already started to be seen in 2011/2012, the country level risk was rated moderate. Similarly, though the in-depth review revealed a weak capacity of the accounting and administrative staff, the Project level rating was Moderate. The overall rating of the project was also Moderate (CBRD 3 PAD, Table 6 page 44).

Quality of Supervision

84. After approval by the Board in December 2012, the financing agreements were signed in February 2013 and the project was declared effective in June 2013. As stated earlier project activities were started right away: "This third phase of the CBRD Program started Y1 activity implementation in excellent conditions and context; no national elections this year which could affect activities; many stakeholders of the project are familiar with its approach. Capacity are improved through the prior phases in many communes." (ISR sequence no. 2: Issue for management attention). According to the project documentations, a total of 6 implementation missions were conducted (or one mission per year) and the MTR, initially planned for December 2015 was done in April 2016 (3 years in project implementation). At the end of the MTR an agreement was reached to review the targets of some of the indicators. A key milestone during project implementation was the retirement, in December 2016, of the project TTL who led the project implementation from its inception (i.e. for more than 15 years). The transfer to the new TTL was done with no delay.

85. The evaluations noted that project implementation was negatively impacted by the political unrests from 2014 to 2015, which resulted in a new government and implementation of the LDPs has come under the responsibility of the newly appointed Special Delegations—new actors with very low level of experience and leading capacities of local development. Efforts were mad to quickly address this issue by organizing capacity building activities for these new people. Similarly, implementation of activities related to land tenure were initially suspended and afterwards implementation had been difficult and slow. Due to the prevailing security situations in the country (particularly in the Sahel, the North and the East),



project supervisions in these areas had also been limited. Despite this, however, the ICR Team identified a few limitations in the supervision activities the main ones being linked to the:

86. Frequency of the missions: the fact that implementation support missions (ISMs) were only done once a year, unlike the usual practice of two supervision missions per year, may have had an impact in project implementation. Even if the TTL was locally based the evaluation team thinks if the mission frequencies were respected the team could have detected the implementation problems more quickly.

87. Reporting of the results: with respect to reporting on the results of the ISMs: (i) The Aide Memoires and the ISRs did not always correspond. Moreover, the project team's reporting of the ISMs in the ISRs were done with delays (for instance ISR no 2 was done in February 2014 before the May 2014 mission while ISR no. 3 (prepared in September/October 2014) reports on the ISM of May 2014 (a 4- months delay). Similarly, ISR no. 4 (June 2015) was done 3 months after the ISM of February/March 2015; (ii) The results framework in the portal was only updated 2 years after effectiveness (ISR no. 4); (iii) Implementation and other ratings did not reflect the existing situations: (a) components' ratings are Satisfactory despite flagged difficulties in implementation of some of them. Delay in implementation for Component 2 (and to some extent of Components 3 and 4) were reported in most of the aide memoires and ISR, but the ratings were maintained at satisfactory. In addition, in the case of Component 3, the low disbursement rates could have also been a sign for the delay in implementations. (b) ISR no. 3: satisfactory ratings of Components 2, 3 and 4 as well as FM even though implementation difficulties were signaled both in the Aide Memoire and the ISR; (iv) Risk ratings did not reflect the ongoing situation: the overall project risk rating was Low in all 9 ISRs done during the lifetime of the project. With respect to other ratings, for example despite the political unrest during 2014 to 2015, risk ratings under ISR no. 4 were low for political governance Low and Moderate for institutional capacity/fiduciary/stakeholder; (v) Team and Management comments in the ISRs: The team ISR reporting did not always give details or bring out enough the implementation difficulties of the project up until ISR no. 5: "The last supervision mission was held from February 28 to March 12, 2015; project results are generally satisfactory" (ISR no. 4). Moreover, Management's comments were often primarily focused on disbursements with no little attentions on the other implementation aspects of the project. It was only starting ISR no. 5 that it started to also comment on other aspects of project implementation (such as ratings, results, etc.). At MTR (three years of project implementation), the disbursement was only at 39 percent IDA/21 percent GEF. Moreover, the MTR recommended some revisions to the results framework, but this was never followed up by a formal restructuring, despite the reminder, by Management to the team, for the need of restructuring (ISR no. 6).

88. Lack of proactivity: despite the constant reporting of difficulty in implementation, the team tendency was more on the "next time things will be better" and thus no clear actions were taken to address the issues.

Justification for Overall Rating of Bank Performance

89. The project implementation period was marked by key events that made it difficult for a "normal" implementation of the project. At same time there were weak reporting and lack of proactivity during supervision. On the basis of this the evaluation rates **overall Bank Performance as Moderately Unsatisfactory.**



D. RISK TO DEVELOPMENT OUTCOME

90. The principal risks to development outcome are those related to the sustainability of the project financed infrastructures, the capacity building activities, and the mobilization of resources for the financing of future LDPs/AIPs.

91. The project was able to push for institutional capacity building at regional level to support the national program for decentralized rural development. At the commune level, the strengthening of the CVDs leading to the enhancement of provincial and local coordination among different partners is another positive impact. However, as stated in earlier sections, many of the innovations tested by the project to connect communities and their priority needs to municipal planning and budgeting processes may not last/be sustained or expanded beyond CBRD 3. In addition, with the high turnover rate of the political appointees there will be need for a continuous capacity building activity for the newly coming. This concern was also raised by the participants during the stakeholder workshop, especially that currently there are no provisions on how to ensure the sustainability of the capacity building activities after CBRD 3. One should note here the recent efforts to address this limitation both by the municipalities, that have begun to develop more stable staff and acceptable levels of education, creating the minimum conditions for a more successful and sustainable technical capacity building program. In addition, the Government enacted new laws in January 2017 to facilitate the transfer of State personnel to territorial communities to strengthen their capacities. These laws also provide for improvements in the structure of wages and compensation for local Government employees, in order to make service within the territorial collectivities more attractive. But both initiatives have been launched recently and are yet to be proved.

92. The other risk is to ensure the sustainability of the infrastructures. Given the low capacity of the rural communities both technical and financial there is high risk for the degradation of these infrastructure due to lack of adequate management and maintenance.

93. CBRD 3 helped several of the rural commune's finance and implement their LDPs/AIPs. However, the issue here will be where to get resources for the financing of the next generation of LDPs/AIPs. This issue was also raised during the stakeholder workshop, where the participants shared their worries on mobilizing financings for microprojects after CBRD 3.

V. LESSONS AND RECOMMENDATIONS

94. CDD / local development projects should clarify whether they aim for general poverty reduction, decentralization, economic development or community patrimony management (natural capital). In this case, despite the strong focus that was announced in the PAD on NRM and SLM, the project has financed mostly local development, access to public services (education, health) and capacity building for the decentralization process. The main results of the project are expressed in terms of poverty reduction, development of economic activities, development of human capital, and the ICR concludes that the impacts on SLM and NRM – which were among the primary goals in the PDO – were weak. This is something that can be seen in many CDD projects, as Community needs are usually related to economic development and access to public services – rarely on long term development and management of the natural capital (including the productive natural capital, such as soil, water, etc... but also governance, land tenure, etc...). CBRD actually seems like it was a combination of 3 projects: (i) a project supporting decentralization, to help the communes generate economic activities and taxes, for their own financial sustainability; (ii) a project to reduce poverty in all dimensions at community level – focusing on rural



road, education, retail stores, market places, etc... and (iii) a project to promote sustainable land and natural resources management and productive investments. Without clarity at entry on the actual targets, strong operational rules/guidance, and without a clear communication to the beneficiaries, specific sectoral targets (like SLM/landscape management in this case) may be hard to achieve.

95. CDD projects can only achieve results at scale if there are decentralized capacities able to implement and maintain. More than the lack of arrangements for O&M, the issue is the lack of capacities – knowing that, after the end of the project, the commune probably allocated its staff and human resources to another project. CBRD has pioneered the implementation of decentralized activities, and this model has appeared as one of the most efficient. Thus, many projects are now reaching the Commune level for implementation, mobilizing the local resources. While the absorption capacity during implementation is an issue (multiple project at the same time), the risk of other development investments diverting the local efforts from maintenance to new operation is high (when there is a succession of projects in the same commune). In that sense, the use of the commune budget (through the Permanent Fund for Local Collectivities or other) is only a partial solution: the staffing of the commune (and therefore the sustainability of the resources of the commune) is another key aspect that needs to be addressed in future similar operations.

96. As mentioned above, for the productive investments, the success of CBRD raises the question on what the barrier for development are and what is the most efficient way to remove them. The micro-project approach, by providing the initial capital, accelerate the development, but with two limitations: (i) the “one-shot” approach and (ii) the limited envelop of public money. Maybe a quick analysis of the potential alternative (micro-finance, revolving fund...) and whether it would have worked for the type of project that were supported by CBRD would provide interesting lessons if there is a successor to the CBRD.

97. Last but not least the principal limitation seen in phase 3 was the decision to develop a new results framework, without considering the achievement of the prior phases. This has made it difficult to evaluate the contributions of phase 3 to the overall program. Thus, for multiphase projects like the CBRD, the phases should build upon each other.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Total project beneficiaries

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|---------------------|---------------------------|-------------------------|-------------------------------|
| Direct project beneficiaries (number), of which female (percentage) | Number | 0.00 27-Nov-2012 | 2000000.00 27-Nov-2012 | | 4046760.00 31-Dec-2018 |
| of which percentage of women | Percentage | 0.00 | 0.00 | | 51.01 |

Comments (achievements against targets):

Direct beneficiaries of the project consist of persons who have benefited from the different capacity building activities financed by the project or users of infrastructures built with the support of the project during the first five years of existence of the infrastructure.

The ICR team was informed by the Project Unit that this being a CDD project (with no advance information on the type of microprojects to be financed), the original end-of-project target was just an estimate.



So, when looking at the actual achievements of the project, it looks like the project benefited twice as much beneficiaries (or an over-achievement). But given the difficult implementation conditions during 2014/2015 and even afterwards (political unrest, change of government, elections, etc.), the result is mostly attributable to an incorrect/poor initial targeting. Similarly, even though the project data shows women beneficiaries of more than 50 percent, with no initial target, it is difficult to assess whether this is a good performance or not..

Objective/Outcome: Level of implementation of the investment plans

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Approved Annual investment plans executed more than 50% | Percentage | 0.00 | 80.00 | | 80.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |

Comments (achievements against targets):

The purpose of the indicator is to measure the implementation capacity of the communes. Once the rural communes have finalized their AIPs (which are developed based on the multi-year LDPs) and after review/verification by the *Cadre de concertation technique provinciale* (CCTP) for procedural regularity and conformity with sectoral policies (school and health maps, for example) and the deposit of the required beneficiary contribution, a contract for the AIP will be signed between the Project and the Commune and the funds will be transferred in tranches into a local financial institution account opened in the name of the Commune.

At the end of each year an evaluation of the level of implementation of the AIPs is done against the set criteria (a level of implementation of at least 50 percent of the planned activities in the AIP) to determine on whether to release the next tranche or not.

The results show that, as targeted, 80 percent of the AIPs have a level of implementation of at least 50%.



Objective/Outcome: Area under SLWM of SFM

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Additional land area under sustainable land and water management (SLWM) or Sustainable Forest Management (SFM) practices (hectares) | Hectare(Ha) | 0.00 | 15000.00 | | 213320.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |

Comments (achievements against targets):

The purpose of this indicator is to measure the project’s activities as it relates to NRM. Areas considered as lands or forests under sustainable management include all lands (soils and biophysical resources they support) and forests that have been the subject of SLWM or SFM practices, including reforestation, soil enrichment, protection, assisted natural regeneration, water and soil conservation / soil defense and restoration, wildlife management, etc. The project’s NRM related activities are carried through both under component 3 (microproject financings) and component 4 (works in the targeted ecozones)

When we look at the original target, the 15,000 ha was a “place holder”. It was during project effectiveness and detailed work with OFINAP (the institution responsible for the implementation of this activity) that it was realized that the actual area of the ecozones was about 200,000 ha. At the time, the project team agreed that the revision of the target could wait until the project mid-term evaluation. But as stated in earlier sections since the proposed changes at MTR were never followed up by a formal restructuring, the evaluation kept the original target.



The project activities' implementation under this component had been negatively impacted by the delay in the implementation of component 2 (on land tenure). When evaluating the project's achievement in NRM activities, one can conclude that the project could only achieve 13,000 ha beyond/outside the 4 targeted ecozones of 200,000 ha. Given the importance given to NRM under CBRD 3, this result is not good.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| additional land area under sustainable land and water management slwm or sustainable forest management sfm practices | Hectare(Ha) | 0.00 | 15000.00 | | 213320.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 30-Nov-2018 |

Comments (achievements against targets):

The purpose of this indicator is to measure the project's activities as it relates to NRM. Areas considered as lands or forests under sustainable management include all lands (soils and biophysical resources they support) and forests that have been the subject of SLWM or SFM practices, including reforestation, soil enrichment, protection, assisted natural regeneration, water and soil conservation / soil defense and restoration, wildlife management, etc. The project's NRM related activities are carried through both under component 3 (microproject financings) and component 4 (works in the targeted ecozones)

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A.2 Intermediate Results Indicators

Component: Strengthening the capacity for decentralized rural development

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Number of beneficiaries trained /training (% of female) | Number | 0.00 | 500.00 | | 43752.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |

Comments (achievements against targets):

The capacity building activities consisted of training, awareness-raising, local planning, communication and consultation actions with the various actors, notably the members of the municipal councils, the agents of the administrations of the territorial collectivities, the members of local land management structures and producers as well as support actors such as project officers and state technical services as well as service providers (NGOs / associations, private companies) and project staff.

This was part of the indicators which target was agreed, during MTR, to be reduced; the revised target was 500.

The project's results show that more than 40,000 persons had been trained with the support of the project, 35 percent of which were women. Which shows not only a poor initial targeting, with the absence of baseline data it is difficult to assess the level of achievement of the project.



| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Number of institutions trained | Number | 0.00 | 650.00 | | 1362.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |
| <p>Comments (achievements against targets): Included here are the Rural Communes, the Regional Councils, the central and decentralized technical services, the service providers, the civil society organizations of which at least one representative has benefited from one or more trainings with the support of the project.</p> <p>The target of this indicator was proposed to be reduced to 500 during the MTR.</p> <p>Results show that more than 1,300 such institutions benefited from this activity.</p> <p>From this one can infer a poor initial targeting and at the same time the absence of baseline data makes it difficult to assess the level of achievement of the project in with respect to this activity.</p> | | | | | |

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Number of training topics delivered in training, of which 20% in NRM | Number | 0.00 | 30.00 | 0.00 | 49.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |
| Of which percentage of NRM topics | Percentage | 0.00 | 20.00 | | 24.00 |



Comments (achievements against targets):

The indicator measures the number of training topics delivered with the support of the project, including those related to Natural Resources Management (NRM), for the benefit of local authorities and other stakeholders involved in the implementation of the project.

This target has been achieved with more than 49 training topics (163 % of the target) out of which 24 in NRM (against a target of 20) delivered.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|---------------------|-----------------------|-------------------------|-------------------------------|
| Number of finalized PCD presented to CVDs | Number | 0.00 27-Nov-2012 | 302.00 27-Nov-2012 | | 302.00 31-Dec-2018 |

Comments (achievements against targets):

The CBRD program and its partners have been supporting the rural communes in the update of their Local Development Plans (LDPs) which after finalization by the stakeholders, are submitted to the relevant Village Councils of Development (CVD) for review/approval. This indicator relates to the number of LDPs finalized and submitted to the concerned CVDs.

Since CBRD 2 financed the update of the LDPs of 190 communes, at the start of CBRD 3, it was 112 communes that remained to update their LDPs. Thus, the initial target of the indicator should have been 112.

CBRD 3 supported the update of 95 LDPs, while the update of the remaining 17 LDPs were done with the support of other development partners resulting in all 302 communes with an updated plan.



Component: Implementation of the rural land legislative and enhancement of local dispute resolution mechanism

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|---------------------|-----------------------|-------------------------|-------------------------------|
| Rural Land Tenure Units (SFR) are operational at commune level | Number | 0.00 27-Nov-2012 | 150.00 27-Nov-2012 | | 50.00 31-Dec-2018 |

Comments (achievements against targets):

As part of the implementation of the Rural land tenure law, there was a plan for the establishment of local land management structures, including the rural land service (SFR) in each municipality.

A rural land service is operational when it manages to implement activities under its attributions, which include:

1. the management and securing of the land area of the municipality including local areas of natural resources for common use;
2. securing the rural property assets of individuals in the municipal area; and
3. the establishment and strengthening of the capacities of village land management structures

Given the delay in implementation, during MTR it was proposed to reduce the target to 25 SFRs.

By the end of the project 50 SFR were made operational. Though this result seems to be an over-achievement when seen against the revised MTR target, it represents 33 percent of the initial target.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|------------------------------|-----------------|----------|-----------------|-------------------------|-------------------------------|
| Number of APF (Attestations) | Number | 0.00 | 7000.00 | | 785.00 |



| | | | | | |
|--|--|-------------|-------------|--|-------------|
| de possession foncière) delivered | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |
| <p>Comments (achievements against targets): The certificate of rural land ownership or rural land title (APFR) is issued by the Mayor or the competent authority to any rural landowner whose proof of possession has been established in accordance with the provisions of the Rural land tenure law. The indicator measures the total number of APFRs issued with the support of the project.</p> <p>Again, this was another indicator for which it was decided at MTR to reduce the target from 7,000 to 700 APFRs.</p> <p>By end of project a total of 785 APFRs had been issued, which represents 11 percent of the initial target.</p> | | | | | |

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|---------------------|----------------------|-------------------------|-------------------------------|
| Local Land charters approved | Number | 0.00 27-Nov-2012 | 50.00 27-Nov-2012 | | 10.00 31-Dec-2018 |
| <p>Comments (achievements against targets): Local land charters are local land conventions based on local customs, practices or practices, elaborated at the local level and aiming, in the framework of the application of the law governing rural land tenure, to take into consideration the diversity of ecological, economic and social contexts. and cultural in rural areas. They are adopted in village assembly and approved by deliberation of the municipal council. The indicator is to measure the number of approved local land charters.</p> <p>The initial target was proposed to be reduced to 10 charters during the MTR.</p> | | | | | |



During CBRD 3 implementation a total of 10 charters had been approved against a target of 50 charters, which is an achievement of 20 percent of the initial target.

Component: Local and regional investments

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| % of funding allocated to productive or merchant community microprojects | Percentage | 0.00 | 55.00 | | 41.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |

Comments (achievements against targets):

Each local authority receives an annual grant from the project to co-finance priority micro-projects. Some of these microprojects are said to be productive or commercial because they aim to generate income for the population and revenue for the community through the collection of taxes and rents. From the perspective of community financial empowerment, the CBRD-3 encourages the realization of this type of microprojects. The indicator concerned here is the proportion of the cost of productive or commercial microprojects in the AIP compared to the total planned microprojects.

The results show that 41 percent of the total funding were used to finance productive microprojects, which represents a 74 percent achievement of the initial target. Thus, this shows a partial achievement of one of the outcomes of the project.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--------------------|-----------------|----------|-----------------|-------------------------|-------------------------------|
| % of microprojects | Percentage | 0.00 | 85.00 | | 96.00 |



| | | | | | |
|---|--|-------------|-------------|--|-------------|
| successfully completed | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |
| <p>Comments (achievements against targets): The local authorities are responsible for the project management of the activities in their AIPs, including ensuring the reception of infrastructures or equipment deemed satisfactory, to then make them available to the population. The indicator here refers to infrastructure or equipment made with the co-financing of CBRD-3 received or certified acceptable by the community.</p> <p>Since the beginning of phase 3, 96 percent (or 2,501 micro-projects out of the 2,608 micro-projects planned) have been successfully completed. The initial target was for 85 percent thus an over-achievement.</p> | | | | | |

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| SLWM practices disseminated in targeted zones | Number | 0.00 | 10.00 | | 7.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |

Comments (achievements against targets):
The SLWM practices concern among others: reforestation, enrichment, protection, RNA (assisted natural regeneration), CES / DRS (water and soil conservation / soil defense and restoration), forest and / or wildlife management, capacity building in NRM.

The original target was set as an interval of “5 to 10” practices, and at MTR it was proposed to set the target to 8 practices.

The result of this indicator shows that 7 types of practices had been disseminated in the target areas.



Component: Sustainable land and forestry management

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|---------------------|---------------------|-------------------------|-------------------------------|
| Update of management plans of select protected areas | Number | 0.00 27-Nov-2012 | 5.00 27-Nov-2012 | | 4.00 31-Dec-2018 |

Comments (achievements against targets):

With GEF resources, CBRD-3 supported the National Office of Protected Areas (OFINAP) to plan and implement planning and management actions in protected areas, including the Sissili Classified Forest, the Kaboré Tambi National Park (PNKT), the Nazinga Game Ranch and Village Areas of Game Interest (ZOVIC). To ensure consistency and effectiveness, these actions needed to be documented in management plans. The indicator refers to the number of protected area management plans that have been developed as well as the existing plans that have been updated.

Knowing that the CBRD 3 is targeting 4 ecozones, the initial target of 5 was not correct. In addition, during MTR it was proposed to reduce the target of the indicator to 3.

When looking at the final results the project actually supported the development/update of 4 plans

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|---------------------|----------------------|-------------------------|-------------------------------|
| Participatory management plans developed and implemented in targeted communities shared forests in | Number | 0.00 27-Nov-2012 | 25.00 27-Nov-2012 | | 34.00 31-Dec-2018 |



targeted zones

Comments (achievements against targets):

Using the GEF resources, the CBRD-3 provides technical and financial support to local authorities for the management of their natural resources, especially forest resources, at the request of the local communities themselves. This support concerns the development and / or implementation of forest management plans, with the full participation of local communities. The indicator measures the number of Community forest management plans developed, all or some of the actions planned in these plans are in progress or completed.

The project supported the development/implementation of 34 management plans which represents 136 percent of the initial target.

Component: Project management, monitoring and evaluation

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-----------------------|-----------------------|-------------------------|-------------------------------|
| Number of financial audit reports unqualified | Percentage | 100.00 27-Nov-2012 | 100.00 27-Nov-2012 | | 100.00 31-Dec-2018 |

Comments (achievements against targets):

In accordance with the financing agreements between the Government and the World Bank, the project management accounts are subject to annual audits by an independent third party. This indicator refers to the number of certified financial audit reports without substantial qualifications.

100 percent achievement.



| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| % of municipal councils financed that submit their quarterly reports in time | Percentage | 80.00 | 100.00 | | 100.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |

Comments (achievements against targets):

Each rural communes received an annual grant from CBRD-3 to co-finance their micro-projects. These beneficiary entities must produce periodic update reports on the execution of their activities. The indicator used here is the proportion of rural communes benefiting from the support of the project, which timely submitted their update reports.

Indicator 100 percent achieved.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Project Steering Committee meetings held annually | Number | 0.00 | 10.00 | | 10.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |

Comments (achievements against targets):

The project supported the meetings of the steering committee (twice a year in regular sessions and can hold special sessions if needed).

Here there is inconsistency between the definition of the indicator and the set targets.; the definition of the indicator talks about the “annual meetings”, and the targets are set to measure the bi-annual meetings. If we go by the definition of the indicator, the target should have been



5 meetings (1 meeting/year for the lifetime of the project). On the other hand, if we get to keep the indicators then the definition should have been revised to “bi-annual meetings”.

The evaluation went with the 2nd option and looking at the results, one can conclude that all 10 meetings were held as planned; thus, a 100 percent achievement of the target

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|----------------------------|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| GEF tracking tools updated | Number | 0.00 | 4.00 | | 5.00 |
| | | 27-Nov-2012 | 27-Nov-2012 | | 31-Dec-2018 |

Comments (achievements against targets):

As part of the monitoring of operations supported by the Global Environment Facility (GEF), it has developed tools each consisting of a set of indicators. There is one GEF operational area tool. The GEF contributes to the funding of the CBRD-3 with resources dedicated to four operational areas namely land degradation, biodiversity, climate change and sustainable forest management. In the formulation of Phase III, these tools have been completed and the information must be periodically updated. The indicator concerns the number of tools provided.

A total of 5 tools (against a target of 4) have been updated. An achievement of 125 percent.



B. KEY OUTPUTS BY COMPONENT

| | |
|---|--|
| <ul style="list-style-type: none"> • Objective/Outcome 1: Decentralized rural actors are capable of leading their local development processes | |
| Outcome Indicators | 80% of the Approved AIPs executed more than 50% |
| Intermediate Results Indicators | <ul style="list-style-type: none"> • 500 beneficiaries trained (% of female) • 650 institutions trained • 30 training topics delivered • 302 Finalized LDPs presented to CVDs (number) • 150 Rural land tenure units (SFR) are operational at commune level • 7,000 APFR (<i>Attestation de possession foncière</i>) delivered • 50 local land charters approved • 85 percent of the microprojects successfully completed |
| Key Outputs by Component (linked to the achievement of the Objective/Outcome 1) | <ul style="list-style-type: none"> • 43,752 people coming from the different decentralized rural structures trained (35 percent of which are women) • 1,362 institutions benefitted from the capacity building activities • 49 training topics covered by the capacity building activities (out of which 24 in NRM) • LDPs of the remaining 95 communes finalized resulting in all 302 rural communes having an updated LDP • 50 SFRs are made operational • 785 APFRs had been issued • A total of 10 charters had been approved • 96 percent of the microprojects have been completed successfully |



| | |
|--|---|
| Objective/Outcome 2: Rural communities fiscal income increased | |
| Outcome Indicators | None |
| Intermediate Results Indicators | 1. 55 percent of the funding allocated to productive community microprojects |
| Key Outputs by Component (linked to the achievement of the Objective/Outcome 2) | 1. 41 percent of the fund used to finance economic microprojects |
| Objective/Outcome 3: Targeted Ecozones natural resources, forest & biodiversity protected/ restored | |
| Outcome Indicators | 1. Additional land area of 15,000 ha under SLWM or SFM practices |
| Intermediate Results Indicators | 1. Update of 5 management plans of select protected areas 2. 25 participatory management plans developed and implemented in targeted communities shared forests in targeted zones 3. 5 to 10 SLWM practices disseminated in targeted zones |
| Key Outputs by Component (linked to the achievement of the Objective/Outcome 2) | 1. More than 213,000 ha of land area restored 2. The management plans of the four (4) protected areas have been updated 3. 34 participatory management plans implemented in targeted communities shared forests 4. 7 SLWM practices have been disseminated in the targeted zones |



ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

| Name | Role |
|---|-----------------------------------|
| Preparation | |
| Emmanuel Nikiema | Task Team Leader |
| Ousmane Megnan Kolie | Financial Management |
| Boubacar Diallo | Procurement |
| Maman-Sani Issa | Environmental – Safeguard |
| Abdoul-Wahab Seyni | Social Development – Safeguard |
| Begnadehi Claude Bationo | M&E |
| Celestin Bado | Decentralization |
| Corinne Ilgun | Gender |
| Bronwyn Grieve | Governance |
| Kofi Nouve | Agriculture Economist |
| Elisee Ouedraogo | Agriculture Economist |
| Aissatou Diallo | Disbursement |
| Suzane Essama | Operational quality and knowledge |
| Gwladys Kinda | Administrative support |
| Edith Tchoko | Financial Management |
| Marie-Claudine Fundi | Administrative support |
| Andrew Asibey | M&E |
| Siv Tokle | GEF and NRM |
| Roch Levesque | Legal |
| Germaine Ethy | Administrative support |
| Supervision/ICR | |
| Elisee Ouedraogo | Task Team Leader(s) |
| Mathias Gogohounga, Boubacar Diallo, Mohamed El Hafedh Hendah | Procurement Specialist(s) |
| Edith Atioumoutio Zannou Tchoko | Financial Management Specialist |
| Juvenal Nzambimana | Operations Officer |
| Abdoul Wahabi Seini | Social Development – Safeguard |
| Nicolas Ahouissoussi | Agriculture Economist |
| Suzanne Rayaisse | Administrative support |
| Gwladys Nadine Isabelle Kinda | Administrative support |
| Ngor Sene | Team Member |
| Abdoulaye Gadiere | Environmental Specialist |
| Leandre Yameogo | Environmental Specialist |
| Gertrude Marie Mathilda Coulibaly Zombre | Social Development – Safeguard |
| Sossena Tassew | TTL for ICR |



B. STAFF TIME AND COST

| Stage of Project Cycle | Staff Time and Cost | |
|------------------------|---------------------|--|
| | No. of staff weeks | US\$ (including travel and consultant costs) |
| Preparation | | |
| FY12 | 17.022 | 82,196.06 |
| FY13 | 28.365 | 122,131.56 |
| FY14 | 2.175 | 3,106.41 |
| Total | 47.56 | 207,434.03 |
| Supervision/ICR | | |
| FY14 | 9.919 | 25,775.23 |
| FY15 | 13.432 | 29,751.91 |
| FY16 | 19.041 | 31,879.66 |
| FY17 | 6.705 | 10,776.78 |
| FY18 | 15.245 | 142,644.20 |
| FY19 | 27.032 | 87,695.83 |
| Total | 91.37 | 328,523.61 |



ANNEX 3. PROJECT COST BY COMPONENT

| Components | Amount at Approval (US\$M) | Actual at Project Closing (US\$M) | Percentage of Approval (%) |
|---|---------------------------------------|--|---------------------------------------|
| Component 1: Strengthening capacity for decentralized rural development | 13.39 | 8.85 | 66 |
| Component 2: Implementing rural land tenure law and enhanced local dispute resolution | 5.91 | 2.23 | 38 |
| Component 3: Local development investments at the rural commune and region levels | 54.24 | 56.31 | 104 |
| Component 4: Sustainable land and forestry management | 2.00 | 0.53 | 25 |
| Component 5: Project Management, Monitoring and Evaluation | 17.87 | 15.20 | 85 |
| Total | 93.41 | 83.12 | 88% |



ANNEX 4. EX-POST ECONOMIC AND FINANCIAL ANALYSIS

1. This report is an ex-post economic and financial analysis (EFA) of the Community-based Rural Development Project, Phase 3 (CBRD 3). The analysis focuses on the broad range of investments financed by CBRD 3, which contributed to the improvement of the living conditions of the rural populations in Burkina Faso.

2. CBRD 3 benefited from two external sources of financing: (i) an International Development Association (IDA) grant of 70 million USD with a disbursement rate of 99.91%; and (ii) a Global Environmental Fund (GEF) grant of 7.41 million USD with a disbursement rate of 99.56%. In addition, the communes and local populations contributed to the financing of their micro-projects.

I. Methodology and Assumptions

3. **The ex-ante economic and financial analysis (EFA)** of CBRD 3 at appraisal stage focused on six financial models, namely three productive investments and economic public goods, all directly related to agriculture and livestock, for which a financial analysis was undertaken. No overall Economic Rate of Return (EIRR) was calculated for the project. The potential social and institutional development benefits of the Project were not taken into account, due to difficulties in quantifying them.

4. **Financial Analysis.** From a financial perspective, positive financial returns on investment are important for the project to convince investors that sufficient incentive exists for their participation in activities. The assumption is that sustainability of the investments requires a financial or commercial sustainability. Core financial performance indicators are the Internal Rate of Return (IRR), the Benefit/Cost Ratio (B/C ratio) and Net Present Value (NPV). The financial analysis focuses on micro-projects with a quantifiable revenue and cost flow. Most environmental and social investments are only taken into account in the economic analysis, but no financial analysis was done.

5. **Data Collection.** The main sources of information for this ex-post EFA are the completion report of CBRD 3²⁴ and an economic and financial analysis²⁵, both prepared by the project coordination unit. In addition, the ex-post EFA benefits greatly from the information collected during field visits of a sample of micro-projects in November 2018. In addition, this report benefitted from the numerous analyses and knowledge products prepared by CBRD 3, CBRD2 and CBRD 1 over the period 2001-2018. Unfortunately, CBRD 3 did not conduct an overall final impact survey for the Implementation Completion and Results Report (ICRR).

6. CBRD 3 is a community-driven development (CDD) project, rated satisfactory by the World Bank. Its support to the rural communes and regions was according to the priorities identified by each and consisted mainly of (i) capacity building for local stakeholders; (ii) support for the communes in the development of their Local Development Plans (LDPs) and Annual Investment Plans (AIPs); and (iii) providing finance for a mix of environmental, productive, economic and social micro-projects. The

²⁴ PNGT3. *Rapport d'achèvement du PNGT2 Phase III (juillet 2013 à décembre 2018)*. Décembre 2018.

²⁵ PNGT3. *Analyse économique et financière des microprojets réalisés par les collectivités territoriales avec l'appui du PNGT2, phase III*. Décembre 2018.



demand-driven approach led to the selection and financing of a diverse range of investments. For analytical purposes, the 2,501 micro-projects selected and financed by CBRD 3 from 2013 until 2018 have been classified in four broad categories, namely (i) environmental protection, (ii) individual and collective productive investments, (iii) economic public goods; and (iv) social public goods. The table below summarizes the main type of investments selected for each category of micro-projects.

Table 4.1: Categories of micro-projects and main type of investments

| Category | Main type of investments |
|--------------------------|--|
| Environmental protection | Access corridors, improved grasslands, compost pits, stone bunds, multipurpose trees, forest roads, biologic fences, collective and individual protected areas (river banks) |
| Productive investments | Lowland development (<i>bas-fonds</i>), vegetable gardens, beekeeping, retail shops, butcher shops, input shops, storage facilities |
| Economic public goods | Modern markets, livestock markets, vaccination facilities, rural roads and bridges, bus stations, boreholes and wells for livestock and agriculture, slaughter areas |
| Social public goods | School buildings and equipment, health centers, access to drinking water, community centers |

II. Achievement of Initial Project Targets

7. Component 1 focused on strengthening the capacity for decentralized rural development institutions. The Project trained about 44,000 people. The trainings covered 49 thematic areas. In addition, 95 Local Development Plans (LDPs) were prepared or updated. Capacity building under Component 1 was a pre-condition for selection, design and implementation of micro-projects under Component 3.

8. Component 2 contributed to the implementation of the rural land legislative and enhancement of local dispute resolution mechanism. The component supported the establishment, equipment and operationalization of the local government organs responsible for the implementation of the law, and at enhancing the efficiency and transparency of land titling processes in rural communes and rural land policy awareness programs. Implementation was delayed because of socio-political unrests during 2014-2015.

Table 4.2: Summary of Project Results²⁶

| Indicators | Objective | Achievements |
|--|-----------|--------------|
| Component 1: Strengthening the capacity for decentralized rural development | | |
| Number of people trained | 8,000 | 43,752 |
| Number of institutions enhanced | 500 | 1,362 |
| Number of thematic areas of training | 30 | 49 |

²⁶ The ICR evaluation has noted some limitation in the project’s results framework. So the achievement don’t always reflect the reality (see Annex 1)



| | | |
|--|-----|-----|
| Number of Local Development Plans updated ²⁷ | 302 | 95 |
| Component 2: Implementation of the rural land legislative and enhancement of local dispute resolution mechanism | | |
| Number of rural land services operational | 25 | 50 |
| Number of land owner certificates delivered | 700 | 785 |
| Number of local land tenure charters approved | 10 | 10 |
| Component 3: Local and regional investments | | |
| Percentage of financing for profitable or commercially-oriented micro-projects | 55% | 39% |
| Percentage of successfully implemented micro-projects | 85% | 96% |
| Number of technologies for sustainable land and water management promoted | 8 | 8 |
| Component 4: Sustainable Land and Forestry Management | | |
| Number of management plans for protected areas | 3 | 4 |
| Number of participatory management plans elaborated and applied | 25 | 34 |

9. Component 3 is the main investment component of CBRD 3 with 55 percent of the total initial project costs. About 2,501 micro-projects²⁸ were financed between 2014 and 2018 for a total amount 29.84 billion CFA francs, or a disbursement of 110% of the initial budget allocated. The main achievements of Component 3 have been summarized in the table 4.3 below and will be the basis for the EFA. The top-3 investment areas in terms of budget allocation were (i) education, including the construction and equipment of class rooms (34% of budget allocation), (ii) local commercial infrastructure (27% of budget allocation), including markets, slaughter areas, vaccination facilities and retail outlets, which generate recurrent revenues for communes and create conditions for local economic development; and (iii) the mobilization of water for humans and animals (13%).

10. Under Component 4 with GEF financing, the Project prepared four integrated management plans of protected areas and 34 participatory forest management plans. Investments in eco-tourism (hotels, restaurant, etc.) were undertaken but their financial and economic performance is not yet clear, as most investments were only recently completed, and no quantitative information is available.

Table 4.3: Main Outputs Achieved by CBRD 3

| Category | Main quantitative results achieved |
|--------------------------|--|
| Environmental protection | 13,759 compost pits, 774 ha stone bunds, recuperation of 144 ha of degraded land, delimitation of 14730 ml of riverbanks, 7 springs protected, 1041 kg of Compost Plus (catalyser for compost) provided. |
| | 332,921 trees planted of which 55% survived, 114,600 ml live hedges, delimitation of 397 km of forest, 17,134 multipurpose trees planted, 70 km of forest roads |
| | 4,069 improved stoves in clay and 222 metal stoves |

²⁷ The first generation of LDPs was developed in 2008-2009.

²⁸ 394 microprojects financed in 2014; 476 microprojects in 2015; 690 in 2016, 667 in 2017 and 274 in 2018.



| | |
|------------------------|---|
| Productive investments | 421 ha lowlands developed, 65 ha lowlands rehabilitated |
| | 96.5 ha of horticulture schemes and vegetable gardens |
| | 2,779 retail shops, 1,870 storage facilities 16 butcheries, 9 input stores |
| | 65 beekeepers established |
| Economic public goods | 95 vaccination pens, 284 km access corridors for livestock, 284 ha improved grasslands |
| | 45 boreholes for livestock, 9 wells for agriculture |
| | 18 livestock markets, 13 modern market facilities, 18 slaughter facilities, bus station |
| | 24 km rural roads, 5 river crossings, 13 bridges |
| Social public goods | 732 class rooms for primary schools, 152 secondary school class rooms, 1510 class rooms equipped, 209 school latrines |
| | 12 dispensaries, 24 maternities, 15 hospital rooms, 13 pharmacies, 36 houses for hospital staff, medical vehicles and equipment |
| | 431 boreholes for drinking water |
| | 37 community centers, 205 public latrines, 101 houses to be rented out |

III. Project Results

11. This section looks at the most popular micro-projects that were financed.

12. **Environmental Protection.** CBRD 3 invested in a broad range of initiatives in water and soil conservation (WSC), soil defence and restoration (SDR), agroforestry (AGF), assisted natural regeneration (ANR), energy-saving stoves and other environmental technologies. The table 4.3 above summarizes the main achievements in this field. CBRD 3 was allocated approximately 700 million CFA francs to this category of micro-projects, of which approximately 33 percent was invested in compost pits, 20 percent in reforestation, 20 percent in the supply of Compost Plus (organic catalyser), and 6 percent in stone bunds.

13. **Reforestation.** About 332,921 trees planted of which 55 percent survived, as well as 17,134 multipurpose trees. Given a density of 156 trees per hectare, this represents the equivalent of 1,300 ha planted. The impact on the environment was included in the economic analysis by using the EXACT-tool.

14. **Compost pits and stone bunds** (*fosses fumières et cordons pierreux*). A survey in 2016²⁹ asked households what they perceived as benefits of compost pits and stone bunds. They responded as follows: (i) yield increases (50% of households); (ii) recuperation of degraded land (32.2%); (iii) reduction of erosion (15.7%); and (iv) reduction of the use of chemical fertilizer (2.4%).

15. CBRD 3 invested in 13,769 compost pits at farm level. Also, under CBRD1 and CBRD2, compost pits were popular investments. These compost pits are essential to produce high-quality manure and compost to restore or improve soil fertility without depending entirely on the purchase of chemical fertilizers. The Project provided interested villages with tools, cement, organic catalyser (*Compost Plus*) and the required knowhow. The total volume of subsidies amounted to 232 million CFA francs, or a unit cost of 17,000 CFA francs per compost pit. In addition, farmers provided family labor for constructing the

²⁹ PNGT3. *Enquête sur les résultats intermédiaires*. 2016.



pits, which is valued at 24,000 CFA francs. The SILEM final evaluation³⁰ and the CBRD2³¹ final EFA concluded that the use of compost pits resulted in yield increases between 50 and 70 percent for millet, maize and cowpea. Based on a 50 percent increase in yields, the financial analysis of a compost pit that allows fertilizing one hectare shows an internal rate of return (IRR) of 14.6%, a benefit/cost (B/C) ratio of 4.25, and a present value (NPV) of 318,582 CFA francs/unit.

16. The impact of stone bunds on crop yields would be comparable as those of compost pits according to the SILEM and CBRD2 studies. Stone bunds were constructed on 774 ha to protect the farmland against erosion and enhance infiltration of rainwater. The Project contributed 40,700 CFA francs/ha for tools and transport of stones while farmers provided labor. The financial results of an investment in stone bunds are as follows: a B/C ratio of 3.16, an IRR of 66 percent and NPV of 379,414 CFA francs/ha.

17. **Improved stoves.** In order to reduce deforestation and contribute to an efficient use of energy at household level, CBRD 3 promoted two types of improved stoves. Metallic stoves were provided to 222 households. In addition, community workers received training in fabricating stoves using clay and other local materials. About 4,069 households adopted this type of stove. According to the literature, energy savings for both types of stoves are about 30%. The impact of these stoves as environmental benefit is calculated using the EX-ACT-tool and integrated in the economic analysis. Savings of firewood are estimated at 400 tonnes per annum due to the use of these stoves.

Individual and Collective Productive Investments

18. **Lowland development.** CBRD 3 provided support to develop or rehabilitate 486 ha of lowlands, mainly for cultivation of rainfed rice, but also maize, millet or cowpea in some cases. The support consisted in the mobilization of NGOs to facilitate implementation and train farmers, in the provision of extension services, as well as in the provision of improved seeds, chemical and organic fertilizer. Farmers provided the required labor. In 2017, the additional production of paddy rice on 486 ha amounted to 752 tonnes with a market value of 75.2 million CFA francs³². The resulting yield increase is 1.55 tonnes/ha, which is in line with the limited investment cost per hectare and one cropping season under rainfed conditions. Higher investments in irrigation schemes would require a double cropping pattern with high yields to justify the investments. This would require sufficient irrigation water, which is generally not available in rural Burkina Faso, and a high volume of purchased inputs. The basic infrastructures however are easy to maintain by farmers themselves and have a lower risk profile. The financial analysis of the investments shows an IRR of 11%, a B/C ratio of 1.04, and NPV of 51,899 CFA francs/ha. These financial results are not spectacular, but rural households are interested in this type of lowland development that contributes to household food security and self-sufficiency in cereals, while women also sell paddy to support schooling of their children.

³⁰ SILEM. *Evaluation économique et financière SILEM*, rapport final. Novembre 2009.

³¹ PNGT2. *Analyse économique des microprojets communaux réalisés avec l'appui du PNGT2, phase II en 2009 et 2010. Rapport final.* Avril 2012.

³² PNGT3. *Rapport général des résultats définitifs de la campagne agricole 2016-2017.* 2017.



19. **Horticulture.** The Project provided support to develop 96.5 ha of vegetable gardens and horticulture schemes for 6,080 producers, of which 95 percent women. A large majority cultivated onions, pepper, tomato and cabbage in one or two cropping seasons, generally depending on the availability of water. The average investment cost was 3.21 million CFA francs per ha. It was decided not to invest in solar panels and pumps because of the risk of frequent theft. The financial analysis shows that vegetable production is a very profitable activity with an IRR of 94%, a B/C ratio of 2.05 and an NPV of 10.0 million CFA francs/ha. The number of benefiting households per hectare (63) was very high, so that individual plots were only 157 m². Municipalities prioritise broad access of women to these horticulture schemes.

20. **Investments of communes in commercial retail shops, storage facilities and butcheries** were popular. Achievements included the construction of 2,881 retail shops, 1,870 storage facilities, 16 butcheries and 9 input shops. This commercial infrastructure was constructed and generally rented out to retailers or local traders with multiple purposes, namely to develop local commercial centers, to create local employment, to provide recurrent revenues to the communes, and to expand the local tax base. Average rents are rather low, for example 4,969 CFA francs/ month for a retail shop and 2,856 CFA francs per storage facility. The derived rent revenue for the communes amounts to approximately 250 million CFA francs per annum on an initial investment of 5.07 billion CFA francs, which results in a ratio between annual rent revenues and initial investment of only 1/40 or 2.5%. This is very low for the communes from a financial or commercial point of view. The rent should almost triple in most cases to achieve a return on investment of 6.5 percent (CBRD 3, December 2018). The investments might however contribute to local economic development. The financial analysis of retail shops shows an IRR of 0.1%, B/C ratio of 0.49 and NPV of minus 6.9 million CFA francs/retail shop (initial investment of 17 million CFA francs for a module of 10 retail outlets).

21. From the point of view of those who rent and manage, storage facilities are profitable businesses. The financial analysis of storage facility with capacity of 10 tonnes, for example to store onions, has an IRR of 49%, B/C ratio of 1.36 and NPV of 1.11 million CFA francs/facility. An idea of CBRD 3 behind the investments was to promote inventory credit (*warrantage*), which however did not really take off.

22. **Beekeeping.** Sixty-five (65) beekeepers received support to invest in improved beehives and equipment. Beekeeping is very profitable activity, but also known to require a high level of skills. The financial analysis of a unit with seven beehives shows an IRR of 113%, a B/C ratio of 1.81 and NPV of 1.06 million CFA francs. The contribution of beekeeping to the overall impact of CBRD 3 was marginal due to the limited outreach.

Economic Public Goods

23. **Vaccination facility.** Support was provided to construct 95 vaccination facilities, with an average cost of 5.6 million CFA francs of which 4.3 million CFA francs contributed by the Project. Recommended vaccinations are generally against *Contagious Bovine Pleuropneumonia (CBPPB)*, *Pasteurellose Pulmonaire Bovine*, *Bovine Trypanosomiasis*, and *Anthrax*. Farmers pay their vaccines in addition to a fee for the operation and maintenance of the vaccination facility. Financial analysis shows that these units are generally commercially sustainable, once they generate enough fee-income. An example shows a B/C ratio of 1.51, an IRR of 18 percent and an NPV of 2.1 million CFA francs (CBRD 3, 2018). However, the



main impact of these facilities is realized downstream in terms of animal health and reduction of mortality of cattle and small ruminants.

24. **Livestock markets.** CBRD 3 co-financed 18 livestock markets for a total amount of 465 million CFA francs or an average contribution of 25.83 million CFA francs per market. Recurrent expenditures are management of the market and maintenance of the infrastructure. Financial analysis of a typical case shows that these units are commercially viable with a B/C ratio of 1.79, an IRR of 25 percent and an NPV of 19.3 million CFA francs. Net benefit for the commune would be 470,000 CFA francs per month, mainly from fees paid by users of the market per head of cattle or small ruminant. Key success factor is the number of animals sold in the market. In addition, a well-functioning cattle market has an immediate impact on the economic development of the area, in terms of restaurants, financial services, veterinary drug stores, artisans to name a few.

25. **Modern market facilities, bus stations.** The Project subsidized 14 modern markets for a total amount of 484 million CFA francs, or an average of 34.6 million CFA francs per market. The modern market facility of Tiebele in Centre-South was analysed by CBRD 3 . The IRR is 21%, B/C ratio 1.34 and NPV 15.3 million CFA francs.

26. The financial performance indicators of bus stations less favourable; for a typical bus station, the IRR is 1%, B/C ratio 0.23 and NPV minus 15.35 million CFA francs. Both investments are preconditions for local economic development.

27. **Slaughter facilities** are constructed to improve the hygiene of slaughtering and handling of carcasses, to put in place waste management systems and reduce pollution of the environment, soil and water, to organize disease control by veterinary services and to formalize and structure livestock value chains and trade. In addition, slaughter facilities often provide interesting revenues to communes as the cattle traders and meat wholesalers pay a fee per animal slaughtered. Eighteen facilities were constructed with a total CBRD 3 contribution of 160.1 million CFA francs. Financial analysis of a typical case shows that these slaughter facilities are commercially viable with a B/C ratio of 1.04, an IRR of 9.1 percent and an NPV of 719,000 CFA francs/facility.

28. **Rural roads.** The Project invested 341 million CFA francs (1.4% of the total investment fund) in rural roads, river crossings and bridges, which is a rather small amount. As the annual allocation by CBRD 3 to finance micro-projects per commune was between 15 and 50 million CFA francs/year, communes gave priority to spot interventions and repairs of roads and bridges.

Social Public Goods

29. This section summarizes the achievements of CBRD 3 with respect to social public goods, mainly to provide access to education, health, drinking water and some minor investments in latrines. Social public goods were clearly a priority of the communes. A financial analysis was only prepared for a borehole to mobilize drinking water.

30. **Education.** Total investment of CBRD 3 in the education sector was 8.3 billion CFA francs. The Project financed the construction of 152 classrooms in primary schools and 732 classrooms in secondary schools. In addition, 1,510 classrooms were equipped, 209 school latrines and some houses for teachers



were constructed. The support allowed about 58,000 children to benefit from a better education. Beneficiaries were 47,580 pupils in primary school and 10,640 pupils in secondary school.

31. **Access to drinking water.** CBRD 3 invested approximately 4 billion CFA francs and ensured access to drinking water for 173,100 people or on average 23,000 CFA francs per person reached. A total of 431 boreholes were constructed and numerous other drinking water facilities were upgraded, completed and rehabilitated. The financial performance of a typical borehole for potable water was analysed. On an initial investment of 7.3 million CFA francs, the B/C ratio was only 0.65, the IRR 1%, and NPV minus 2.3 million CFA francs. These weak financial performance indicators typically reflect the vision of local communities who see access to drinking water as a social good and not as a commercial good. Water fees are set by water users' groups to cover daily maintenance and management of the boreholes and pumping stations, but do not cover the initial investments nor their replacement.

32. **Health care.** With respect to health care, 14,160 patients are estimated to benefit each year from the 24 maternities and 12 health centers that were constructed with project support, in addition to purchases of medical equipment and houses for hospital staff for instance. Total volume of subsidies to the health sector amounted to 1.8 billion CFA francs.

33. **Latrines.** In order to improve public hygiene and health, the Project subsidized latrines in public places (205 latrines) and schools (209 latrines). Management and maintenance of the public latrines seems to have been often difficult as users are not willing to pay for the service.

IV. Summary of the Financial Analysis

34. Table 4.4 below summarizes the financial performance indicators of 15 types of micro-projects. These types of micro-projects should be considered as "medians". The survey organized by CBRD 3 in 2018 shows a broad range of financial performances behind the "median" cases.

35. Investments in productive assets (lowland development, horticulture, beekeeping) are generally sufficiently viable; also compost pits and stone bunds seem to be good financial investments. Investments of local governments in commercial infrastructure, in particular retail shops, butcheries, storage facilities that are constructed to be rented out are certainly not a financial success, as the rent is too low.

36. For public economic goods, the financial performance is quite diverse. Livestock markets, modern markets and slaughter areas, where fees are being paid by users, are generally good investments if their location is correct. These investments are also necessary to kick-start local economic development and should not be considered as merely financial or commercial stand-alone investments. Boreholes are generally managed by users' groups who mobilize just sufficient contributions to sustain the infrastructure as they see access to water as a social right, which results in a B/C ratio below one and an IRR of around 1 percent. Bus stations do not generate sufficient revenues, because transport companies only paid marginal fees.



Table 4.4: Financial Performance Indicators

| Model | Unit | B/C ratio | IRR (%) | NPV (CFA francs) |
|---------------------------------|--------------|-----------|---------|------------------|
| Environmental protection | | | | |
| Compost pit | 1 ha | 4.25 | 146% | 318,582 |
| Stone bund | 1 ha | 3.16 | 66% | 379,413 |
| Productive investments | | | | |
| Lowland development | 1 ha | 1.04 | 11% | 51,899 |
| Horticulture scheme | 1 ha | 2.05 | 94% | 10,020,087 |
| Retail shops | 10 retailers | 0,58 | 1.9% | -7,881,710 |
| Storage facility | 10 tonnes | 1.36 | 49% | 1,112,830 |
| Beekeeping | 7 hives | 1.81 | 113% | 1,060,094 |
| Economic public goods | | | | |
| Vaccination facility | unit | 1.51 | 16% | 2,127,297 |
| Livestock market | unit | 1.57 | 22% | 15,845,128 |
| Modern markets | unit | 1.34 | 21% | 64,591,976 |
| Bus station | unit | 0.23 | 1% | -15,349,102 |
| Slaughter facility | unit | 1.06 | 9% | 718,949 |
| Social public goods | | | | |
| Borehole for drinking water | unit | 0.65 | 1% | -2,325,170 |

V. Economic Analysis

Methodology and Assumptions of the Economic Analysis

37. From an economic perspective, a positive economic return of CBRD 3 is important for the country as a whole to justify the government support. This economic analysis of CBRD 3 looks at the project as a whole. It takes into account investments in (i) productive goods; (ii) economic public goods with their direct financial return on investment, but also their indirect impact on the livelihoods of the populations; (iii) the impact of social public goods (education, health, drinking water) on the livelihoods of people; (iv) environmental benefits, which will be calculated using EX-ACT.

38. **Economic prices and costs.** For productive investments and economic public goods, economic or shadow prices of investments, labor, inputs and outputs were used to calculate the economic incremental cash flow. The 15 financial models, presented in Table 4.4, were used as starting point.

39. **Economic benefits of public goods.** Economic public goods have a typical spill-over or leverage effect which is the main reason for communes to invest in these facilities. A multiplier factor of 1.6 was used to take into account indirect benefits, which are quite significant in certain cases. These indirect effects can be: (i) the impact of vaccination facilities on animal health and the related reduction of animal mortality; (ii) the impact of boreholes for livestock and agriculture on production and productivity growth



in these sectors; (iii) the impact of livestock and modern markets, bus stations, and slaughter facilities on trade, prices, and local economic growth derived from opportunities for business services, artisans, financial services, restaurants, hotels, repair shops in the surrounding areas.

40. For social public goods, proxies were used to quantify the derived economic benefits in terms of health, a more productive life or better future incomes of these beneficiaries. Access to drinking water has an impact on human health (less water-related diseases, lower mortality, healthier children) and consequently on the number of productive days. For investments in drinking water and in health care, the number of incremental productive days was estimated in a conservative way and multiplied by the opportunity cost of labor (50% skilled, 50% unskilled labor) in rural areas. For education, the difference between the opportunity cost of skilled and unskilled labor was used as proxy, as it is assumed that education gives people more opportunities in life and consequently higher revenues.

Calculation of environmental benefits

41. The EX-ACT tool was used to assess the Project's public good benefits in the form of its climate change mitigation. The analysis uses the same assumptions and project boundaries as the economic analysis. The Green House Gas (GHG) calculation is based on the following five elements: (i) reforestation of 1,300 ha and recuperation of 144 ha of degraded land; (ii) compost pits for 13,759 ha and stone bunds on 744 ha; (iii) productivity increases in 486 ha of lowlands and 96.5 ha of vegetables, with a shift from traditional cultivation to improved agronomic practices; (iv) additional fuel consumption due to marketing and transport of the additional production and development of local economic activities; (v) increased use of fertilizer and agro-chemicals in lowlands and horticulture; (vi) a reduction of wood consumption by 30 percent due to the use of improved stoves by 4,300 households.

42. Results from the EX-ACT analysis show that the project constitutes a sizeable net carbon sink of -683,367 tCO₂ eq over 20 years, thus -34,168 tCO₂ eq annually. The monetary value of the GHG balance has been estimated and taken into account as economic benefit stream of CBRD 3. The Guidance Note on Shadow Price of Carbon in Economic Analysis (September 2017) recommends "projects' economic analysis use a low (50 USD) and high (100 USD) estimate of the carbon price. Carbon market prices are the market value of CO₂e emission reductions or sequestration (offsets) that are registered and sold through various market structures. Carbon market prices currently average USD 26 per ton (11 April 2019). Following the World Bank guidelines, the economic ex-post analysis presents three scenarios: using the low and high range social cost of carbon and at market prices.

Results of Economic Analysis

43. The ex-post Economic Internal Rate of Return (EIRR) and Net Present Value (NPV) of CBRD 3 are presented below for three scenarios of carbon pricing, using the low and high range social cost of carbon and at market prices. Overall, it can be concluded that the EIRR of CBRD 3 is robust.



Table 4.5: Summary of the Economic Analysis

| Scenario | EIRR | NPV (US\$, millions) | NPV (million FCFA) |
|--|--------|-------------------------|-----------------------|
| Base case with market price of carbon (US\$26) | 22.01% | 58.85 | 32,367 |
| Base case with low carbon pricing (US\$50) | 24.65% | 67.48 | 37,115 |
| Base case with high carbon pricing (US\$100) | 30.58% | 85.47 | 47,006 |

Project Efficiency

44. Efficiency is a measure of how economically project resources are converted into results and is therefore related directly to economic analysis. Overall CBRD 3 was considered an efficient investment operation, as demonstrated by the following aspects of its implementation: (i) full disbursement within project duration³³; (ii) competitive unit costs of investments compared to those of other developed projects; (iii) important mobilization of local labor as beneficiary contribution and willingness of beneficiaries to contribute to the investments, (iv) community support mobilized to identify, design and implement micro-projects; and (v) actual cost of reaching each beneficiary rather low thanks to the mobilization of the communes.

³³ CBRD 3 was extended from 5 years to 5 years and 7 months due to political unrest in the country in 2014-2015.



ANNEX 5. SUMMARY DESCRIPTION OF THE CBRD PROGRAM (implementation and achievements)

Introduction:

1. The World Bank, which has been supporting the decentralization process in Burkina Faso since 1998, designed the CBRD program in 2000, to support the Government’s *Programme National de Gestion des Terroirs* (PNGT 2)³⁴, which was aimed at promoting decentralized rural development and reinforcing the capacity of local institutions to sustainably deliver a number of services selected by and for their population.

2. The CBRD was structured as a 3-phase 15-year APL, where Phase 1 was supposed to focus on capacity building at village and community level and the institutional strengthening of government bodies to support the decentralization agenda; Phase 2 was supposed to build on the achievement of Phase 1 and scale up the program’s coverage to all villages in the 302 rural communes; and Phase 3 was to consolidate what has been achieved under the prior phases and prepare an exit strategy. The implementation periods of the first two phases of the APL were: 2000-2005 (CBRD1) and 2006-2011 (CBRD2). The current ICRR is therefore for the third and last phase CBRD 3 (2012-2018) (see Annex 5 for the summary description of the CBRD program).

Program design

3. The Development Objective of the Program was to reduce poverty and promote sustainable development in the rural areas. Community-based Rural Development Project (CBRD) was prepared to (i) improve the provision of services and socio-economic infrastructure; and (ii) build the capacity of civil society and decentralized institutions. Table 5.1 and figure 5.1 are illustration of the CBRD APL program.

Table 5.1 Summary of the component structures of the CBRD Program.

| | Phase 1 | Phase 2 | Phase 3 |
|--------------|--|--|--|
| | 2002-2007 | 2007-2013 | 2013-2018 |
| PDO | to increase the productive capacity of the rural sector and improve the effectiveness of public investments by developing the institutional and organizational capacity necessary to enable local communities to plan, implement and manage their own development process. | to support the Recipient’s rural communes in planning and implementing local development activities in a participatory and sustainable manner. | to enhance capacity of rural communities and decentralized institutions for the implementation of local development plans that promote sustainable land and natural resources management and productive investments at commune level”. |
| COMP. | 1. local capacity building | 1. Strengthened Capacity for | 1. Strengthening the capacity for decentralized rural development |

³⁴ The first National Program for Land Management (PNGT 1) (1991 to 1998) had the basic objective of improving the living conditions of rural populations. With the end of the PNGT 1, the government initiated, in collaboration with development partners a second program in 2000 (PNGT 2) with more ambitious objectives.



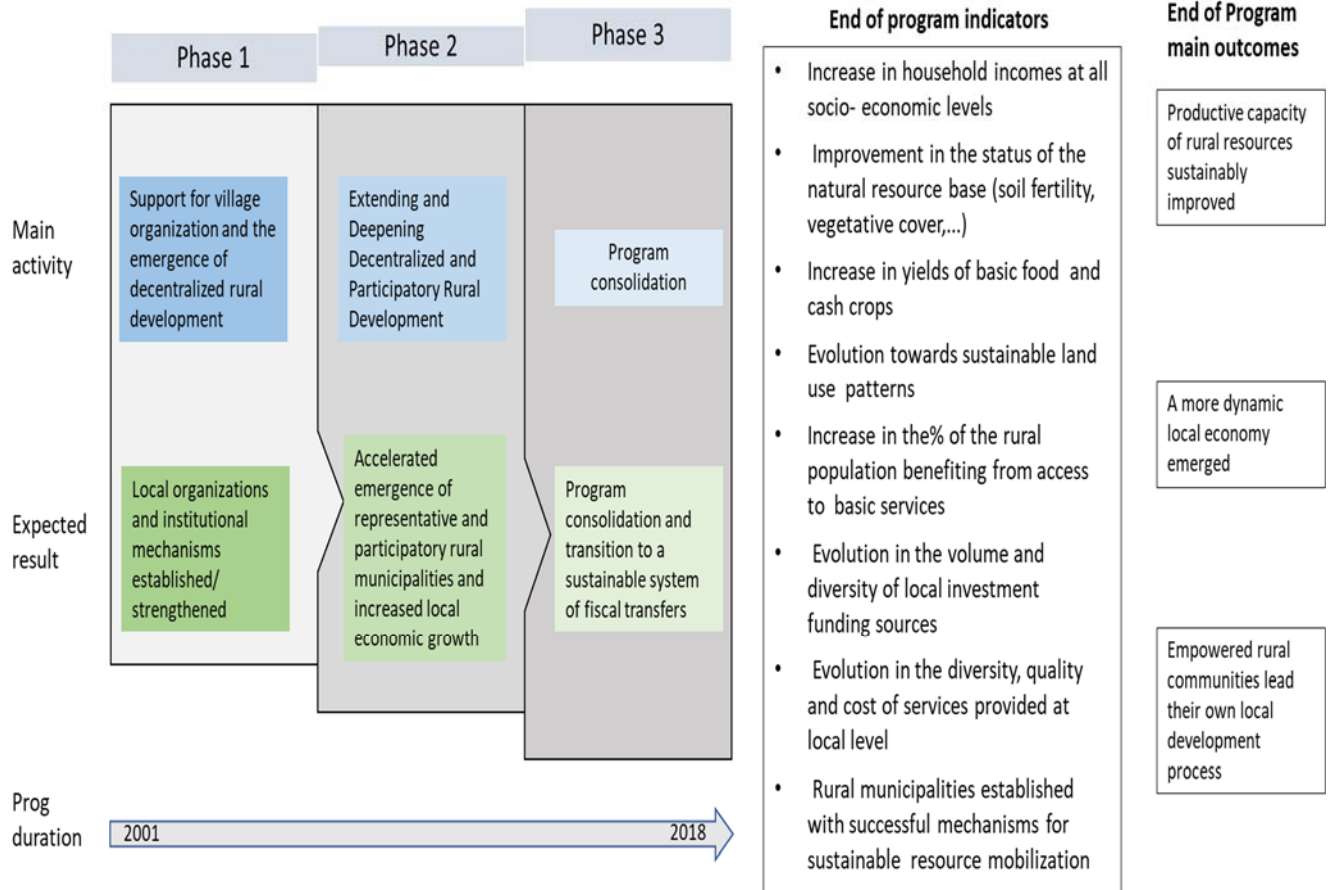
| | | | |
|-------------|---|---|---|
| | | Decentralized Rural Development | |
| | 2. local investment funds; | 2. Local Development Financing | 2. Implementation of the rural land legislative and enhancement of local dispute resolution mechanism |
| | 3. institutional capacity building | 3. Rural Land Tenure Reform | 3. Local and regional investments |
| | 4. land tenure security pilot operation | 4. Project Coordination, M&E | 4. Sustainable land and forestry management |
| | 5. Project coordination, administration, and monitoring/evaluation | | 5. Project management, M&E |
| PDOI | 1. At least 75 percent of villages targeted in the first phase have received capacity building support and have adopted a local development plan. | 1. percent of households in supported villages using basic services (primary schools, health center, water source) | 1. Direct project beneficiaries (number) (of which female, in percentage) |
| | 2. At least 60 percent of beneficiary villages have representative and participatory bodies assuming their role in local development (planning, execution and management of local projects) and have substantially completed their development plan in a satisfactory manner (economically and socially). | 2. percent of investment maintained in a satisfactory way | 2. Annual Investment Plans (AIPs) with at least 50 percent of activities under implementation (percentage of all AIPs) |
| | 3. At least 30 percent of villages have been regrouped into inter- village development structures that have already undertaken sub-projects in common. | 3. percent of producers in supported villages using natural resource management techniques—e.g., compost pits (fosses fumières) and stone rows (cordons pierreux) | 3. Additional land area under sustainable land and water management (SLWM) and Sustainable Forest Management (SFM) practices (hectares) [GEF] |
| | 4. 75 percent of target provinces have a functioning representative coordination body (bringing together the state, representatives of the local community and development partners) providing sound coordination of available resources and quality services to support local development efforts. | 4. percent of Rural Municipal Councils with (at least) a satisfactory rating during the annual performance review | |
| | 5. The decentralization law is being implemented satisfactorily | | |



| | | | |
|--|---|--|--|
| | 6. Plans for decreasing the central administrative structure of the Project have been developed and partially implemented | | |
|--|---|--|--|

Fig. 5.1. Illustration of the CBRD APL Program

CBRD Prog. Objective: To reduce poverty and promote sustainable development in the rural areas



Source: CBRD 1 PAD



Cost of the Program

4. The program’s cost is summarized in Table 5.2.

Table 5.2: Total costs of the Program

| Phases | Cost of the Project | Amount (US\$ millions) |
|---------|---|------------------------|
| Phase 1 | Borrower | 7.47 |
| | International Development Association (IDA) | 74.39 |
| | Denmark, Govt of | 3.88 |
| | Internal Fund for the Development of Agriculture (IFAD) | 12.56 |
| | Beneficiaries | 15.93 |
| | Sub-Total | 114.23 |
| Phase 2 | Borrower | 4.12 |
| | International Development Association (IDA) | 76.7 |
| | Beneficiaries | 8.54 |
| | Sub-Total | 89.36 |
| Phase 3 | Borrower | 4.78 |
| | International Development Association (IDA) | 64.87 |
| | Global Environment Facilities (GEF) | 7.41 |
| | Beneficiaries | 3.04 |
| | Sub-Total | 80.10 |
| Program | Grand Total | 283.70 |

Main achievements of the Program

5. **CBRD I.** The project succeeded in supporting targeted rural communities to establish 2961 CVGTs on a participatory basis. In parallel to this a total of 18,250 microprojects (consisting of NRM, productive and socio-economic village investments) were financed by the Project. In addition, CBRD 1 piloted successfully the implementation of the Government’s Law on Agrarian and Land Tenure Reforms in six regions. This in turn led to the elaboration of a new law on Decentralization (Law No. 055- 2004) in Burkina Faso to advance government the decentralization agenda. The adoption of this new Law was influential to expand the decentralization to the entire country covering 302 rural communes (targeted by the phase 2 of the CBRD), 13 regions organized as territorial collectivities, and 49 urban communes. One should mention that before the adoption of this Law, there were no rural communes in Burkina Faso. The project was then very successful in supporting the government in this issue.

Table 5.3: Phase 1 achievement of PDO Indicators

| Key PDO Indicators | Objectives | Baseline | Target Value | Realized Values |
|--|---|----------|--------------|-----------------|
| 1 Percent of villages targeted in the first phase that have received capacity building support and have adopted a local development plan | to empower CVGTs to elaborate successfully their local development plans, | 0 | 75 | 148 |



| Key PDO Indicators | Objectives | Baseline | Target Value | Realized Values |
|--|---|----------|--------------|---|
| | and implement them effectively | | | |
| 2 Percent of beneficiary villages that have representative and participatory bodies assuming their role in local development (planning, execution and management of local projects) and have substantially completed their development plan in a satisfactory manner (economically and socially) | to establish functioning CVGTs in all beneficiary villages | 0 | 60 | 149 |
| 3 Percent of villages have been regrouped into inter-village development structures that have already undertaken sub-projects in common | to regroup certain villages into inter-village structures called CIVGT | 0 | 30 | This option was abandoned following the change in government's decentralization policy |
| 4 Percent of targeted provinces that have a functioning representative coordination body (bringing together the state, representatives of the local community and development partners) providing sound coordination of available resources and quality services to support local development efforts. | the CCTPs to become a vital ingredient in Government's decentralization and planning strategy at the local level | 0 | 75 | 100 |
| 5 The decentralization law is being implemented satisfactorily | to revise the decentralization law and install new communes | 0 | 1 | 1 A new decentralization Law has been adopted and is being implemented successfully. Rural communes were put in place in April 2006 |
| 6 A functioning national forum has made substantial progress toward harmonization of rural decentralized development approaches | initiate a national forum for consultations among development partners on decentralized rural development in Burkina Faso | 0 | 1 | 1 The project has initiated the creation of the <i>Commission Nationale de Concertation des Partenaires du Développement Rural</i> – CNCPDR, with regular meetings |
| 7 Plans for decreasing the central administrative structure of the project have been developed and partially implemented. | To decreasing the time lag between CVGT contract and disbursement of annual investment fund | 0 | | This indicator couldn't be achieved due to extended project national coverage at MTR with an increased demand on supervision. |



6. **CBRD 2:** The project supported the empowerment of the newly created rural municipalities to take responsibility for local planning, steering local development, managing local development investments, and monitoring activities at the local level. The project also contributed to a range of important institutional and legal reforms aimed at promoting more secure rural land tenure. And just like in phase 1, phase 2 financed close to 12,500 microprojects and thus contributing to a significant improvement of the communities’ access to basic social services; the national survey of household living conditions showed that 75 percent of rural households had access to at least one basic service.³⁵ The CBRD 2 project also came to the rescue of the Government during the 2012 food crisis.

Table 5.4: Phase 2 achievement of PDO Indicators

| Key PDO Indicators Phase 2 | Objectives | Baseline | Target Value | Realized Values |
|---|---|----------|--------------|---|
| 1 Percent of households in supported villages using basic services (primary schools, health center, water source) | Provide decentralized funding for demand-driven and community-managed rural investments and services | 55 | 65 | 76 Access to potable water: 80 Gross school enrollment: 73 Access to modern healthcare: 74 |
| 2 Percent of investment maintained in a satisfactory way | Strengthen the capacity of villages and local governments to prioritize, plan, implement, and maintain community-based investments; | 75 | 95 | 98 |
| 3 Percent of producers in supported villages using natural resource management techniques (e.g., <i>cordons pierreux</i> , <i>fosses fumières</i>) | Provide decentralized funding for demand-driven and community-managed rural investments and services | 60 | 75 | 74.5 |
| 4 Percent of Rural Municipal Councils with (at least) a satisfactory rating during the annual performance review | Support the ongoing decentralization process | 0 | 60 | 88 |

7. **Phase 3:** Under phase 3 the Program pursued the capacity building activities of the project at three levels (regional governments, rural local governments, and local communities and the provision of funds to rural communes for financing the microprojects. Moreover, the project was to support the implementation of the new Rural Land Tenure Law and there was separate component for the Project’s

³⁵ PNGT2, 2012b, “Les conditions et le niveau de vie des ménages ruraux au Burkina Faso dans le contexte de la décentralisation : Résultats de l’enquête de base PNGT2 2010,” Université Ouaga II, Ouagadougou.



SLWM activities. However, implementation of CBRD 3 was negatively impacted by the political crisis of 2014-2015 (see Annex 6).

Table 5.5: Phase 3 Achievement of PDO Indicators³⁶

| Key PDO Indicators Phase 3 | Objectives | Baseline | Target Value | Realized Values |
|---|--|----------|--------------|-----------------|
| 1 Direct beneficiaries (number), of which female (percentage) | The number indicated here is the total number of persons that have directly benefitted from the project activity (including capacity building, activities financed by the project or users of the infrastructures built with the support of the project during Phase 3 | N/A | 2,000,000 | 4,046,760 |
| 2 Approved AIPs executed more than 50 percent | Strengthen the capacity of rural communities to implement the activities in their investment plans; | N/A | 80 | 80 |
| 3 Additional area under SLWM or SFM practices (ha) | Targeted Ecozones natural resources, forest & biodiversity protected/ restored, and rural population vulnerability to climate change reduced and their resilience in the face of natural adversities reinforced. | N/A | 15,000 | 213,320 |

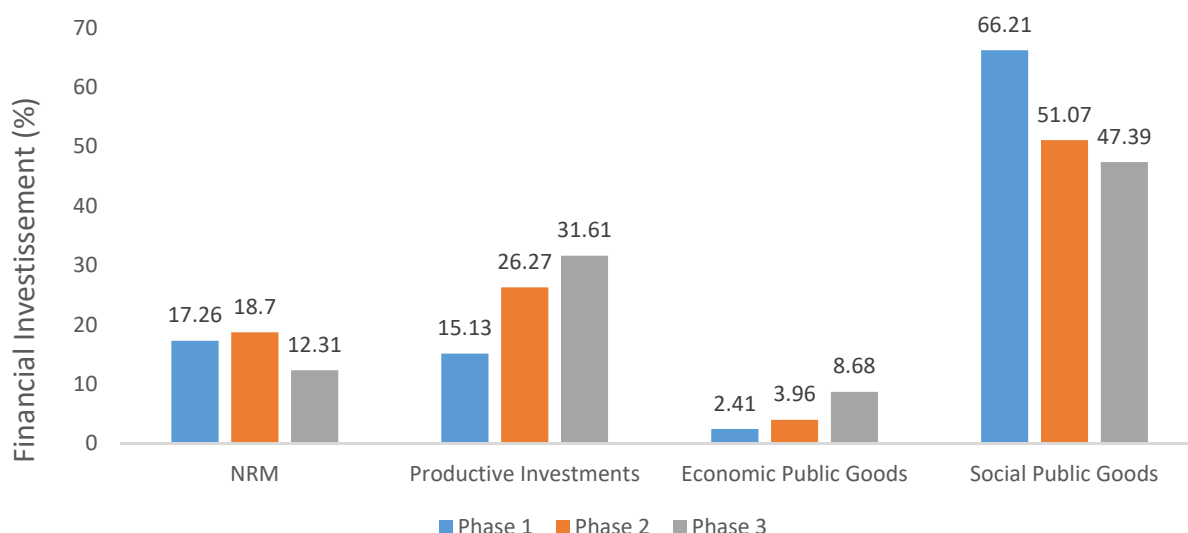
Allocation of program's resources by type of microproject

8. As part of its role of accompanying the decentralization process, the CBRD program provided funds to the targeted rural communes to finance productive and socioeconomic investments. Thus, under each phase an important portion of the project funds were allocated for this purpose. Figure 5.2 illustrates the usage of the local investment funds under each phase. Overall the investment in social public goods were the dominant ones under all three phases. We also note a relatively higher investments in economic goods under phase 3; this was mainly due to the decision, during project preparation, to focus more on such investments to ensure a better fiscal income to the rural communes. Allocation of project resources to NRM remained constant during the first two phases but was reduced by 34 percent in the third phase compared to the second phase of the program; non-adapted procurement procedures for NRM investments reduced the appetite of municipalities to invest in NRM.

³⁶ The evaluation of phase 3 identified weaknesses in the results framework of the project (see Quality at entry under Section C).



Figure 5.2: Project financings by type of investment.



The main implementation challenges of the program

9. The successes achieved by CBRD program were despite a number of difficulties and deficiencies that have reduced the performance of the program. From the difficulties encountered and the deficiencies noted, the most cited are, the insufficiency of the financial envelopes allocated to the communes, the difficult management of the land question, the difficulties in the collaboration between the deconcentrated structures and the locally elected representatives and difficulties related to the program’s M&E activities.

10. **Insufficient financial envelope.** The financial envelopes allocated to municipalities, in the context of the implementation of the CBRD, are important for many municipalities that are struggling to come up with their own resources sufficient to invest or mobilize external funds on their own to finance their investments.

11. Despite this however, many stakeholders believe that these financial envelopes remain low, given the size of the investment needs and the high cost of certain infrastructure. The difficulty of realizing large infrastructures in view of the modest means allocated and the very low equity of many municipalities was noted as a handicap. This concern was also raised during the stakeholders’ workshop of December 2019. The other related challenge was reaching a consensus in the selection of microprojects sites in view of the fact that the needs are almost the same in all the villages of a municipality.

12. **The difficulty in the management of the land issues.** The program has initiated partnerships and action synergies with other actors to build and strengthen the capacity of rural land tenure services in rural communities. It has produced some tangible results: issuance of two thousand (2000) APFRs in fifty (50) CBRD intervention communes, elaboration of 10 local land charters, signature of protocols with specialized structures, studies and research for a better understanding of the rural land problematic.



However, this activity remained halfway because it did not reach the number of planned communes (100).

13. As part of the implementation of the program, the land issue has proved to be a major difficulty in the various areas of intervention of the program. The causes for the problems are various including: lack of discipline of the actors that resulted in recurrent conflicts; transboundary transhumance at the time of the movement of animals; anarchic occupations of livestock tracks, even though delimited; related to the site selection for the NRM activities in some areas/regions, the consents to use the land expressed previously and for the most orally are not always respected and thus disputes arise that become difficult to settle when investments are made (these scenarios are frequent when it comes to individual properties). And, land problems, when they are not well managed, jeopardize communal development efforts and lead to delays or even failures in the implementation of the project.

14. **Difficulties of collaboration between the deconcentrated structures and the locally elected representatives.** The implementation of development activities requires close collaboration between the technical departments and the local and regional authorities so that the achievements meet the standards on the one hand, and on the other hand, to ensure their smooth operation. During the implementation of the CBRD, collaboration protocols have been signed between the CBRD and the deconcentrated services of the state (agriculture, animal resources, environment) in order to ensure these collaborations. However, in practice, this collaboration varied from one region to another, and from one service to another. While some have achieved the expected results, namely better support to the beneficiaries, others produced mixed results.

15. Indeed, the collaboration between deconcentrated administration and decentralized administration is sometimes non-existent, often timid, even conflictual. In addition to the unavailability of technical services agents to respond diligently to requests from the local communities, it is noted that some of the technical services behave like private consulting firms and expecting retributions (sometimes exorbitant) for any solicitation. This in turn constituted blocking factors for a good implementation of the activities programmed by the territorial collectivities.

16. **Difficulties related to program's M&E activities.** The M&E at the communes' level is faced with difficulties of financing to which are added other constraints resulting from the quality of the local elected representatives (including geographical dispersion of the advisers and the lack of mobility), the nonexistence of an M&E position at the Communes level (so the M&E responsibility is either with the Accountant or the Secretary General of the Commune).

17. To these is added the shortage of the national staff in charge of the M&E, who in addition to his own tasks, must also follow the implementation of environmental and social safeguards and NRM activities while the operating expenses of the program are capped. This does not always make it possible to make the necessary field trips, but also to cross-check the information transmitted by the base.

18. **Unfinished or abandoned projects.** During the implementation of CBRD, the implementation difficulties led to the non-completion of certain activities. Sometimes, difficulties in infrastructure management have been noted if they are not being exploited. The reasons given include bad selection of the locations, lack of supporting infrastructures (e.g. lack of on-site water points for the site used to build



butcherries), poor quality of some of the infrastructures (due to the limited capacity of the local contractors). Apart from these, other more complex issues, such as the case of land tenure security, remain unfinished despite the efforts of CBRD.

Socio-economic impact of the CBRD program

19. The CBRD Program conducted about 6 surveys over the period from 2004 to 2017 in collaboration with the University of Ouagadougou, with the general objective of assessing the program's impact on the living conditions of rural households in Burkina Faso. This was done by using indicators of the living conditions of rural households and by assessing their temporal evolution. Appendix 5.1 shows the evolutions of the selected indicators by region and at national level.



APPENDIX 5.1: EVOLUTION OF THE PRINCIPAL INDICATORS FROM 2004 TO 2017 (Source: CBRD surveys 2004,2005,2006,2010, 2011 and 2017)

Figure 5.1.1. Annual Per capita income (FCFA)

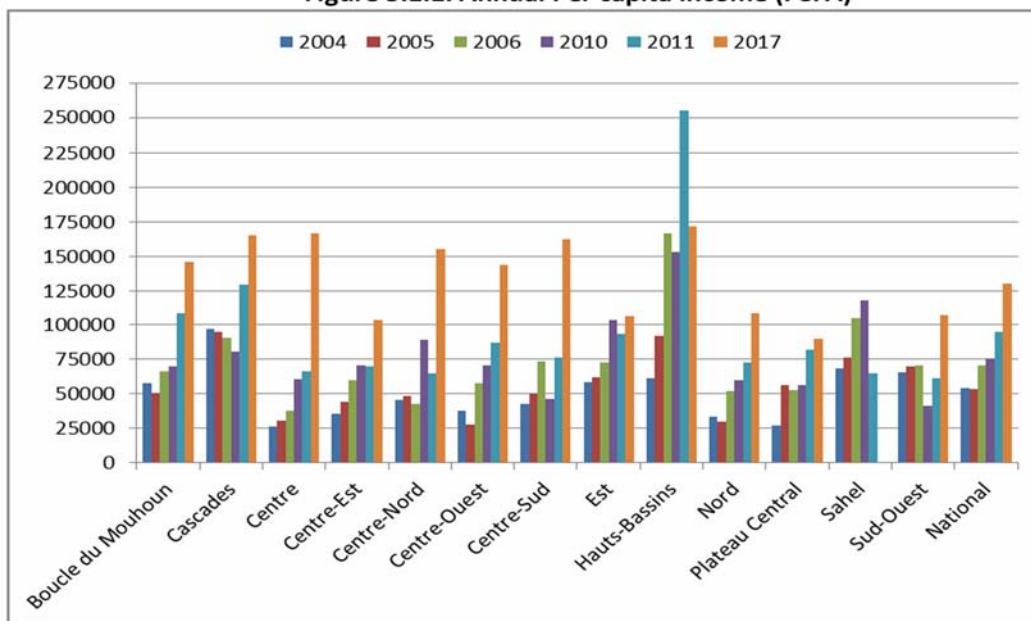


Figure 5.1.2. Annual consumption expenditure per capita de 2004 à 2017 (FCFA).

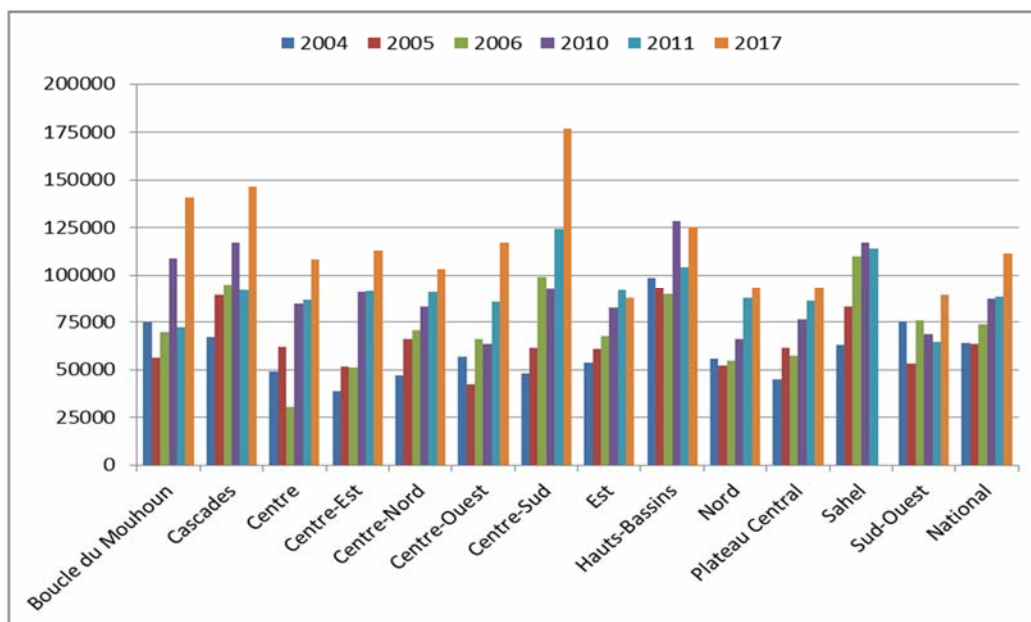




Figure 5.1.3. Poverty index (%)

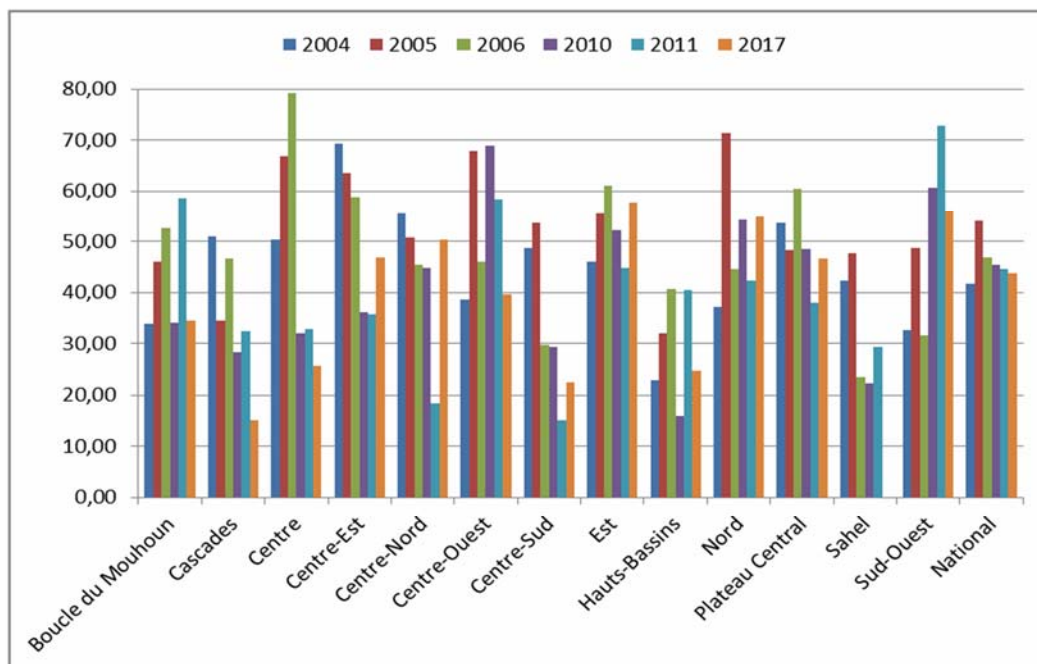


Figure 5.1.4. Food self-sufficiency (%)

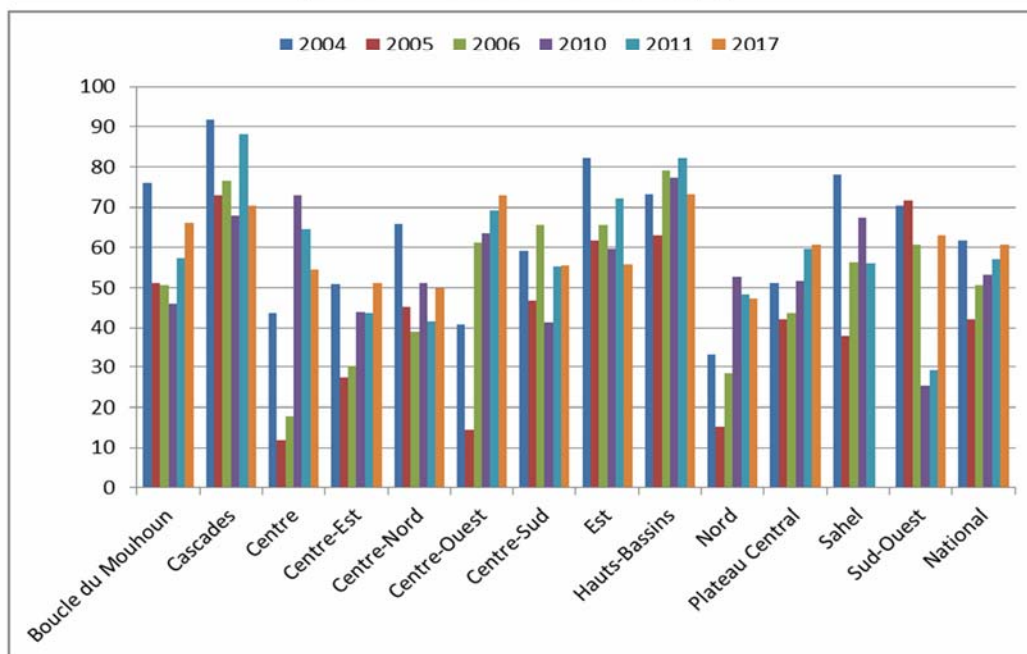




Figure 5.1.5. Satisfaction of needs for energy (%)

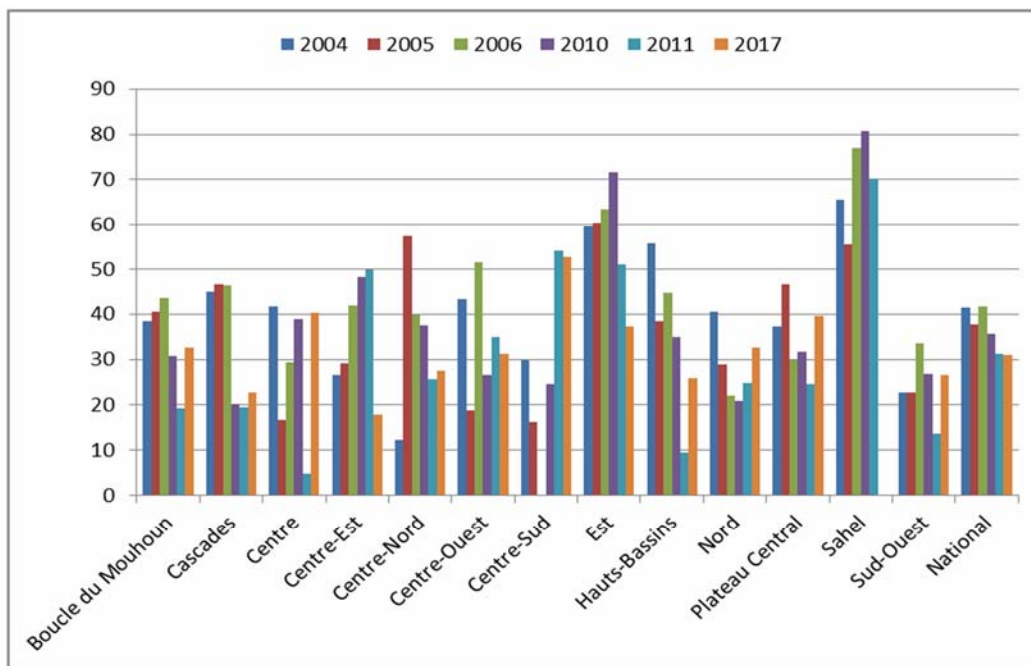


Figure 5.1.6. Adult literacy rate (%)

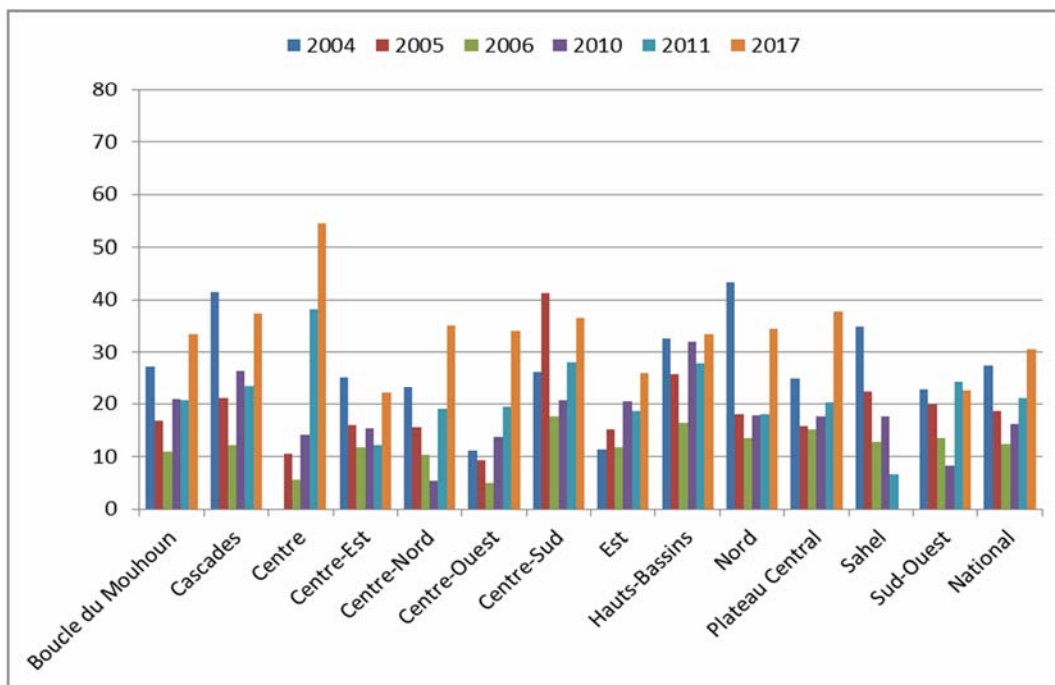




Figure 5.1.7 School enrollment rate (%)

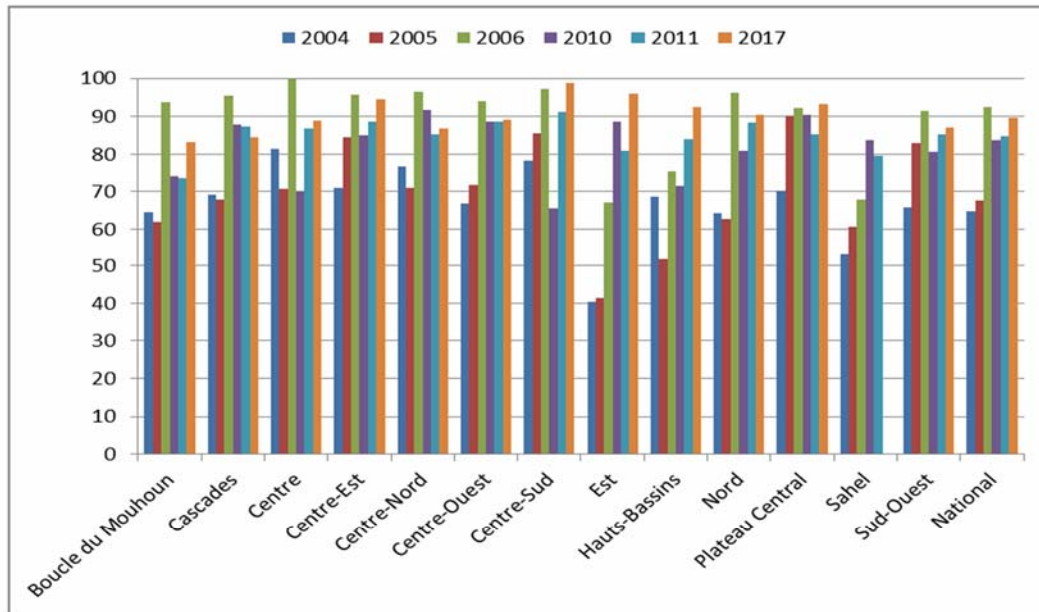


Figure 5.1.8 Vaccination cover (%)

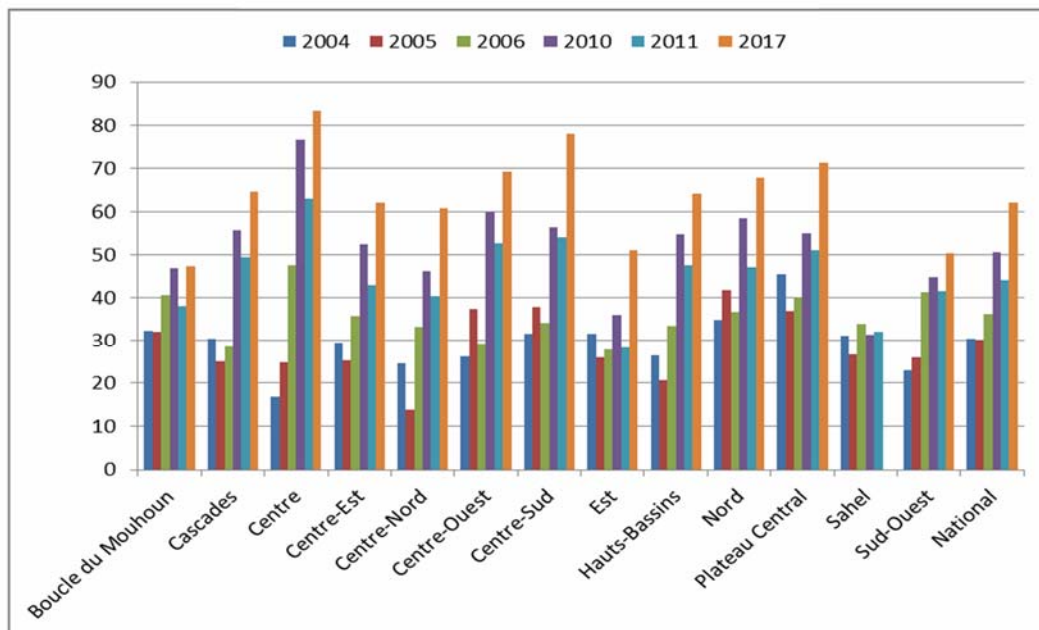




Figure 5.1.9 Access to drinking water (%)

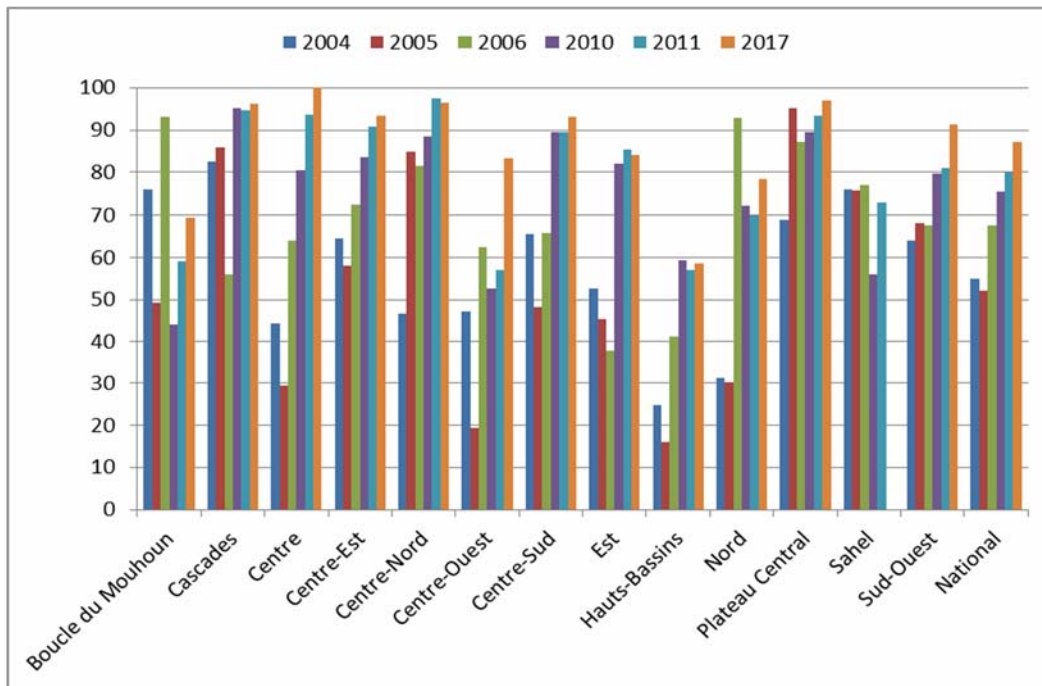


Figure 5.1.10 Access to a latrine (%)

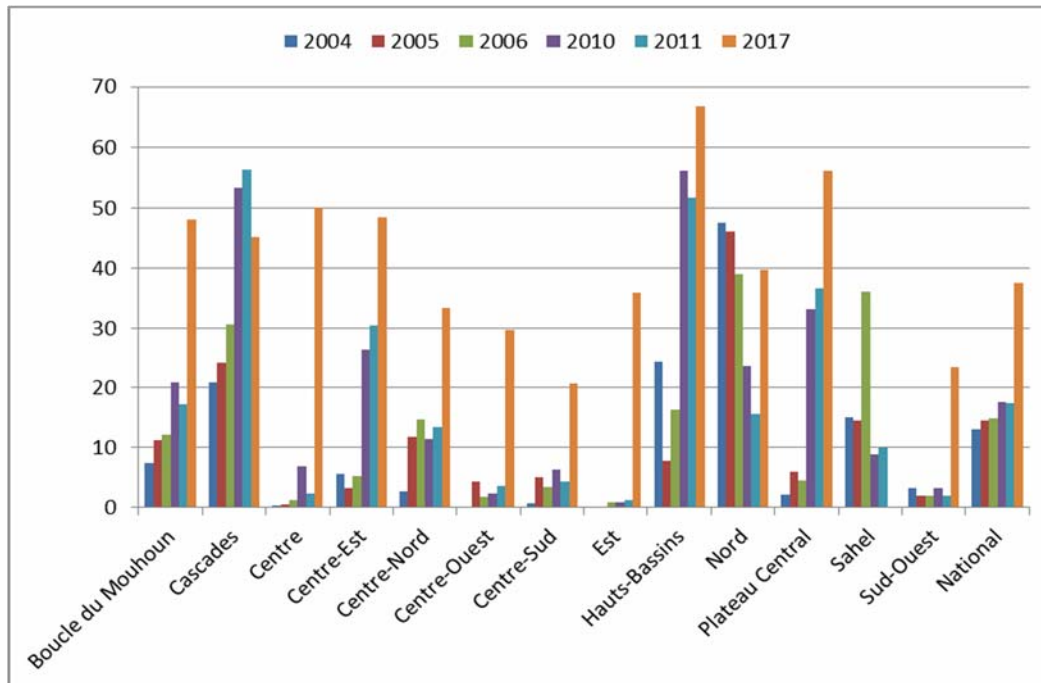




Figure 5.1.11 Use of animal traction (%)

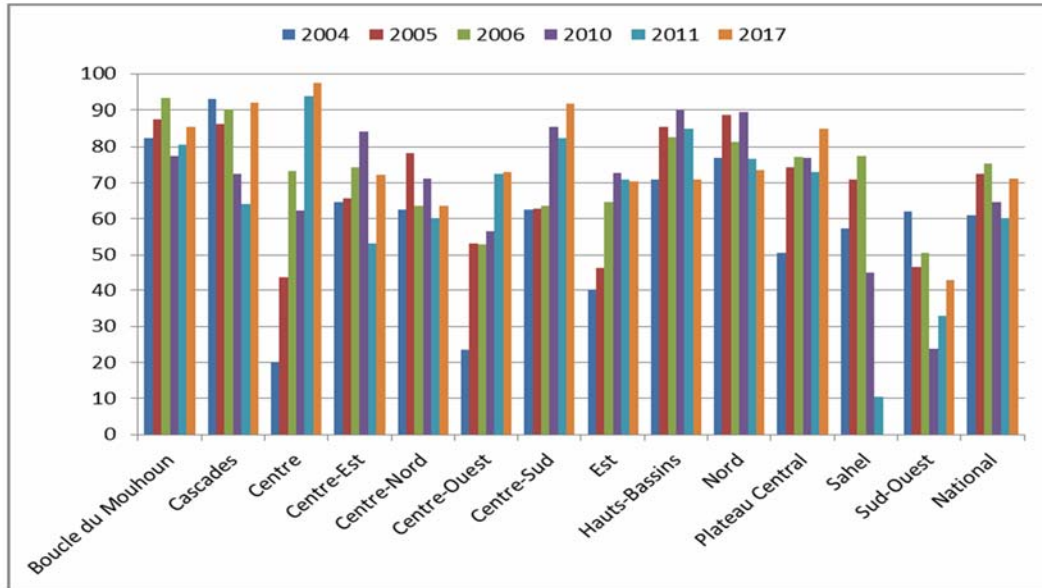


Figure 5.1.12 Use of mineral fertilizer (%)

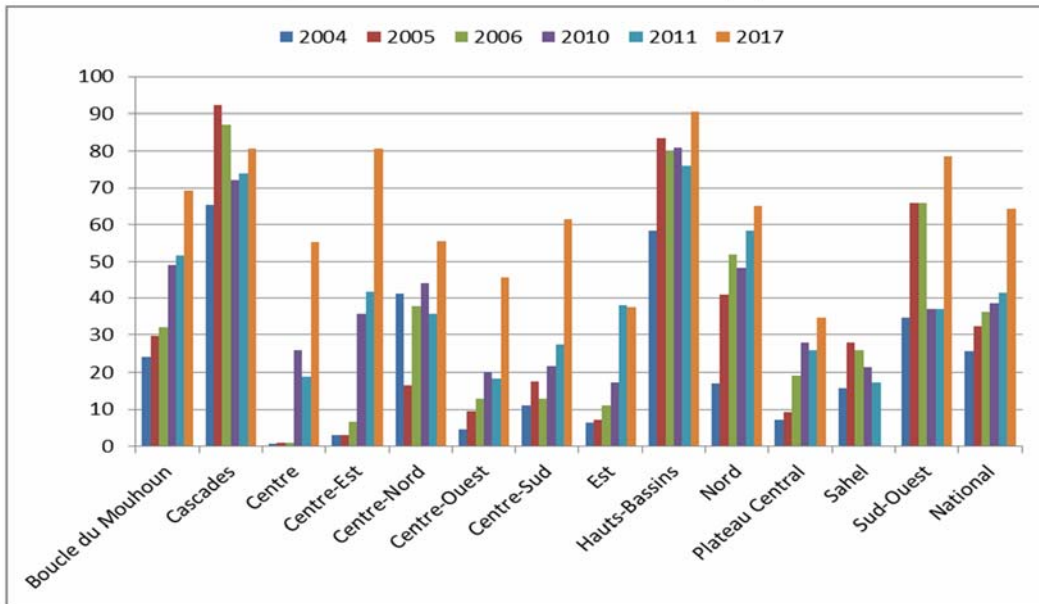




Figure 5.1.13 Access to credit (%)

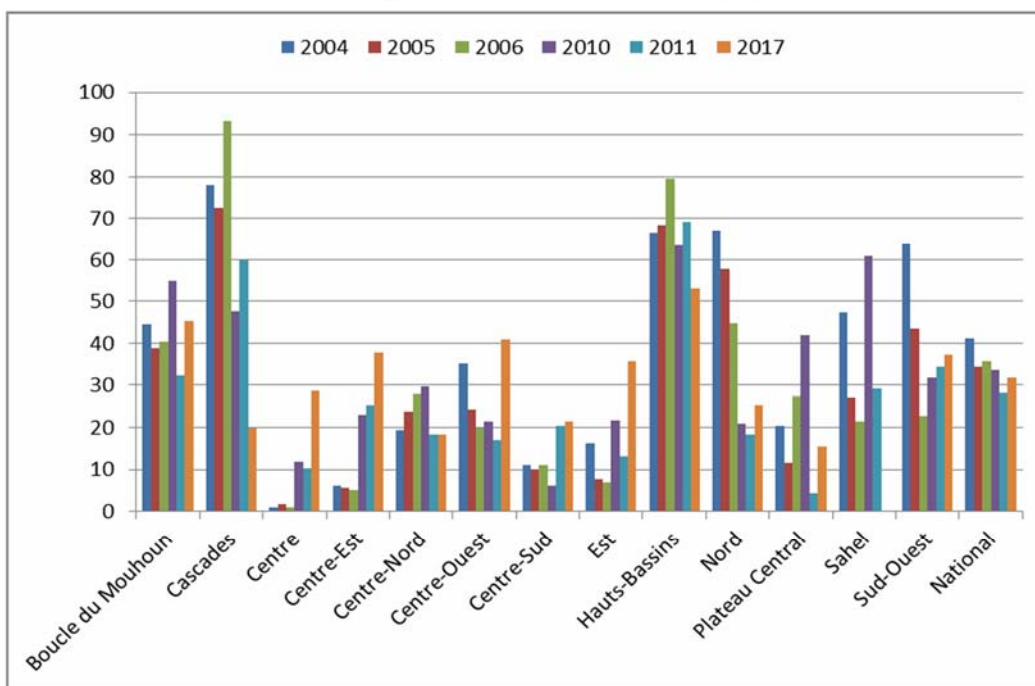


Figure 5.1.14 Distance to a drinking water point (km)

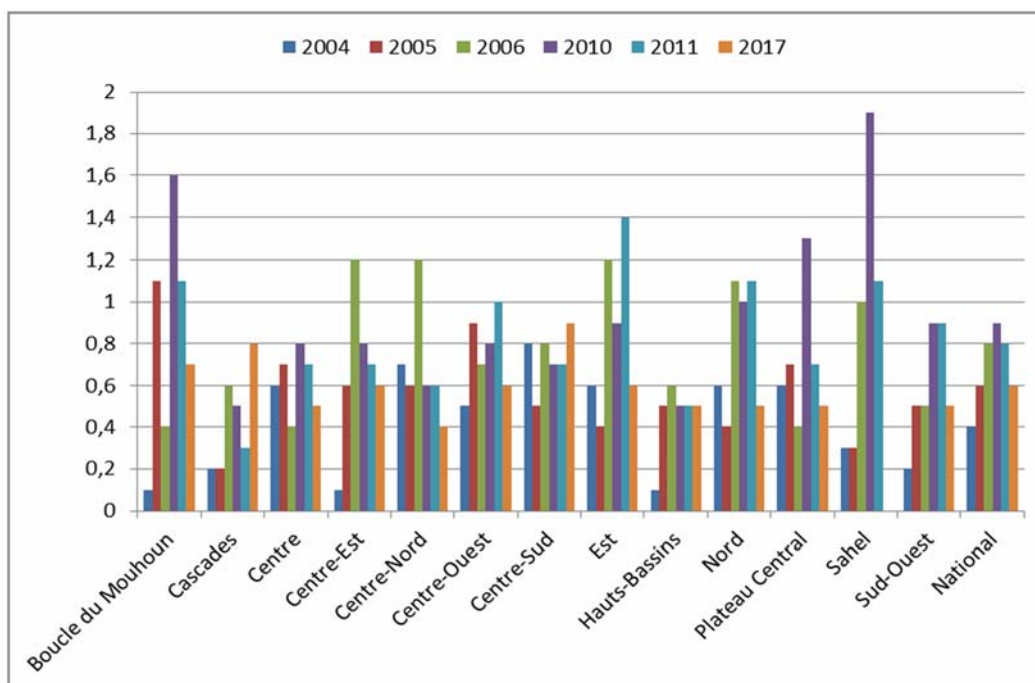




Figure 5.1.15 Distance to the mill (km)

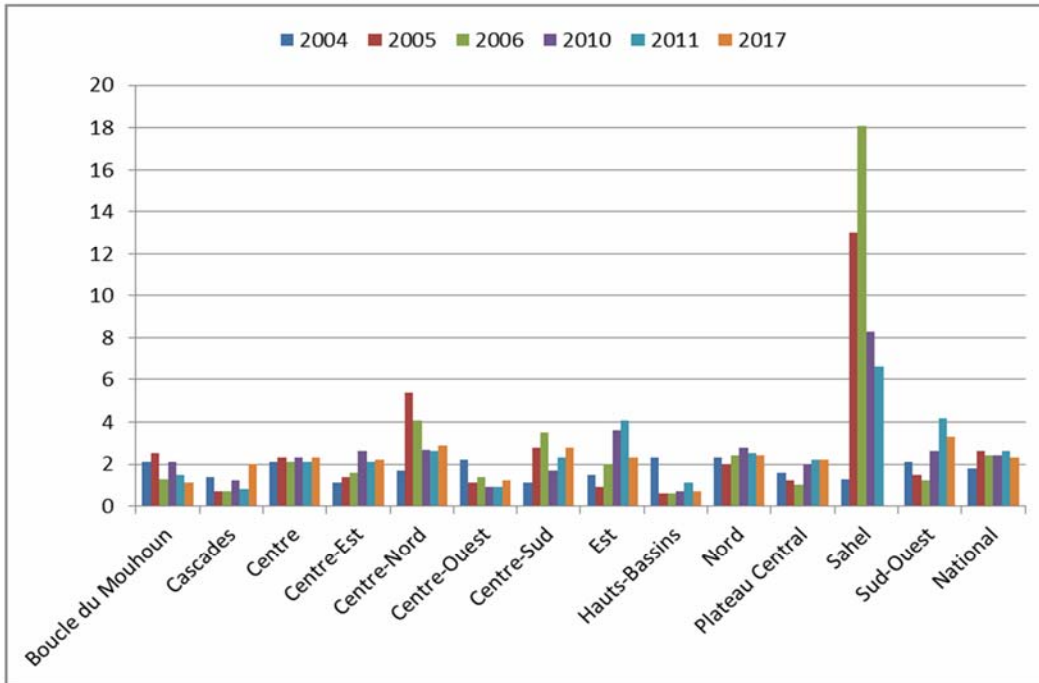
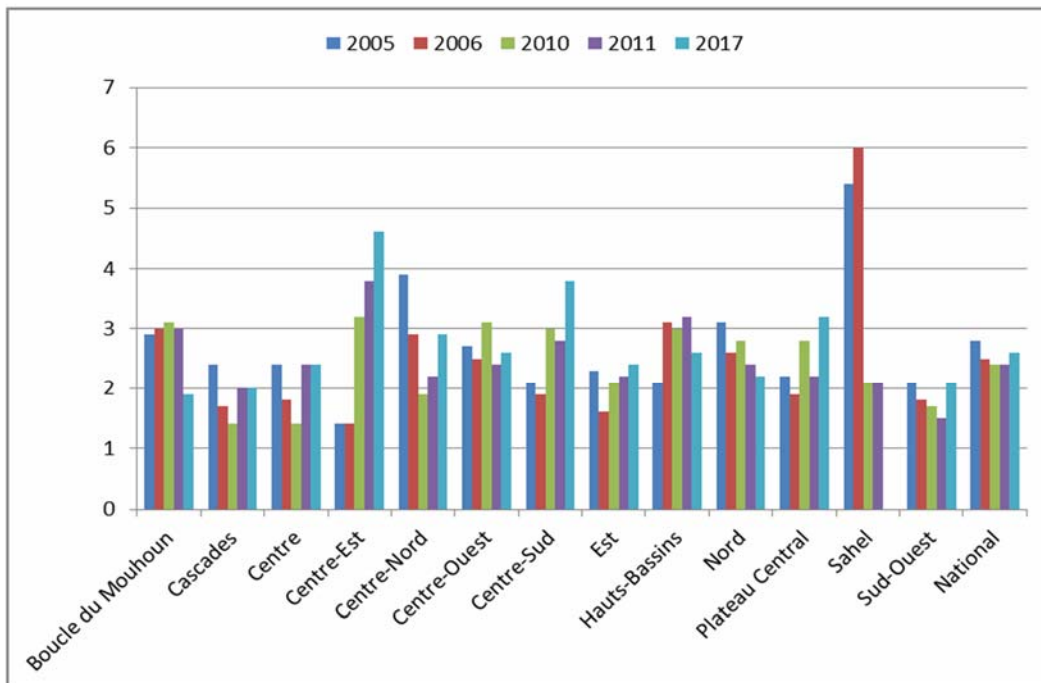


Figure 5.1.16 Distance to the wood collection point





ANNEX 6. ACTIVITIES OF THE MAIN COMPONENTS OF CBRD 3 AND ITS IMPACT ON LOCAL DEVELOPMENT

A/ Main components' activities

Component 1: Strengthening the capacity for decentralized rural development.

1. This component focused on strengthening the capacity for decentralized rural development institutions. The Project's capacity building was done at three levels (regional governments, rural local governments and local communities) and consisted of trainings, local planning, communication, and concertation. The Project trained about 44,000 people (35 % of which are women). Table 6.1 below is the summary table of the trainings provided with Project support (see Appendix 6.1a and 6.1b for the details on the trainings).

Table 6.1 Summary of trainings provided with Project support

| Financing | Men | Women | Total |
|-----------|--------|--------|--------|
| IDA | 16,718 | 4,475 | 21,193 |
| GEF | 11,589 | 10,970 | 22,559 |
| Total | 28,307 | 15,445 | 43,752 |

2. The trainings covered 49 thematic areas, considered all relevant and responding to the needs of the participants as witnessed during the stakeholder workshop of December 2019. As a result, the different structures development planning and management skills were improved, and they were able to better play their respective roles; i.e. for the regional government overseeing the harmonious and strategic development of the region; for rural local governments conceiving and managing local development activities as well as managing their fiscal revenues—for example the rural municipality of Koper saw an increase of its fiscal revenue by more than 7 percent per year, which could be attributed to the training on “resource mobilization” that the municipal councils benefitted from (Annex 8, Stakeholders' workshop report); and for the local communities (private contractors, NGOs, decentralized government institutions) accompanying/supporting the rural local and regional communes to effectively and efficiently carrying out their mandates. Most CVDs have acquired the necessary skills for microproject planning and management, through the successful combination of coaching and learning-by-doing: as a result, the remaining 95 Local Development Plans (LDPs) were updated, resulting in all 302 rural communes having an updated LDP. The decentralized and participative nature of the activity and the approach used (“learning by doing”) led to ownership of the development activities by the local communities. In addition, most of these LDPs presented a generally good assessments of village socio-economic conditions and development constraints and proposed a long-term village development plan with concrete activities for developing productive and social assets, in most cases well matched to the primary needs of the village inhabitants. In most of the cases implementation of the LDPs, including the development of the related annual investment plans (AIPs), were done in a participative way. With the implementation of the productive microprojects local communities were able to increase their fiscal revenues (from taxation and rental incomes). Other impacts of the capacity building activities were that despite of the socio-political and institutional instability of 2014-2015, the fact that the municipal councils and special delegations of rural communes and regions were able to continue with their local development activities was mainly attributable to the project's capacity building in the national public finance. The capacity building contributed also to the emergence of local and national political elites (for example village development councilor becoming mayor or mayor becoming deputy).



3. The main challenge with the capacity building activity is the high rotation of institutional actors due to elections and administrative staff reassignments, making it difficult for ensuring implementation and follow up of both on-going and or new micro-projects (for example there were delays in the project’s activities implementation due to the arrival of the new officials after the 2015 elections). Another finding of the ICR evaluation is that the capacity building efforts to ensure O&M of community infrastructure were not always effective. As a result, a number of community investments do not have a functional and/or sustainable O&M arrangement in place; the ICR was able to actually witness this issue during the field visits of some of the project-built infrastructures.

Table 6.2: Summary of Project’s main results for Component 1³⁷

| Indicators | Targets | Achievements |
|---|---------|--------------------|
| Number of people trained | 500 | 43,752 (35% women) |
| Number of institutions trained | 650 | 1362 |
| Number of thematic areas of training | 30 | 49 (24 in NRM) |
| Number of Local Development Plans updated ³⁸ | 302 | 103 |

Component 2: Implementation of the rural land legislative and enhancement of local dispute resolution mechanism

4. The implementation of the activities related to the land tenure law suffered major delay due to the political instability of 2014-15 (for example the activity was suspended for more than 5 months period by the new government). Despite the difficult implementation conditions, however, the Project was able to carry on some activities.

5. As part of the implementation of the conflict management mechanisms, the activities carried out by the project made it possible to set up 1,432 Village Conciliation Commissions (CCFV) and the training of 15,770 people (including 2,804 women) on their missions and roles. The operationalization of these structures were aimed at contributing to the peaceful management of: (i) conflicts related to property rights; (ii) conflicts between owners and operators; (iii) boundary conflicts; (iv) conflicts between farmers and herders; (v) conflicts related to inheritance shares on the land; (vi) conflicts related to field damage, straying of domestic animals and breach of fence; and (vii) conflicts related to the exploitation of natural resources.

6. The project supported also the communes in the development of their local land charters. In the face of increasingly violent competitions between actors for access to resources, local land charters are a response to the multidimensional difficulties of land management and the wide variety of rights over land and natural resources. They are defined as local land tenure conventions inspired by customs, practices or local land practices to: (i) empower people, local structures and customary institutions, in the management of land and natural resources, (ii) identify and effectively enforce local customs and land uses conducive to the rational and sustainable management of land and natural resources, and (iii) preventing land disputes over access to and use of land and natural resources in rural areas.

7. Created on July 3, 2014, the main objective of the Burkina Faso *Observatoire Nationale du Foncier* (ONF-BF, National Land Observatory) is to contribute to the improvement of land governance through the

³⁷ See Annex 1 for the complete results framework.

³⁸ The ICR questions this target as 190 of the 302 Communes had their LDPs already updated (see Annex 1).



production and dissemination of land information. As a member of the CBRD 3 project steering committee, the ONF-BF contributed to the project’s activities’ planning by actively participating in the programming and evaluation meetings. The ONF-BF participated also in the implementation of the component through the implementation of two protocols signed between ONF-BF and CBRD 3. The first protocol enabled the ONF-BF to train and support the Rural Land Services Officers of ten (10) municipalities for the issuance of Rural Land Ownership Certificates (APFRs) with the MAST technology (Mobile Application to Secure Tenure). This support enabled municipalities to register 2,305 APFR requests, prepare 978 minutes of findings and issue 64 APFRs. As for the second protocol, it enabled the ONF-BF to follow the process of development and validation of ten (10) local land charters. In accordance with its missions, the ONF-BF took into account in its M&E system the results achieved by the CBRD.

8. Despite these achievements, however, CBRD 3 was not able to fully implement the planned activities. As a result, the set targets were not fully achieved (see Table 6.3 below) and activities were not completed. This in turn negatively impacted activities related to Component 3 (microproject financing) and Component 4 (NRM activities). It also had a negative impact on the overall program’s achievements.

Table 6.3: Summary of Project’s main results for Component 2

| Indicators | Targets | Achievements |
|---|---------|--------------|
| Number of rural land services operational | 150 | 50 |
| Number of land owner certificates delivered | 7,000 | 785 |
| Number of local land tenure charters approved | 50 | 10 |

Component 3: Local and regional investments

9. Component 3 is the main investment component of CBRD 3 with more than 65 percent of the total actual project costs. A total of 324 departments in all 302 rural communes benefited from project investments. About 2,501 micro-projects³⁹ were financed between 2014 and 2018 (see table 6.4 below) for a total amount 29.84 billion CFA francs, (or a disbursement of 110 percent of the initial budget allocated) and 80 percent of the AIPs were executed at more than 50 percent. And 96 percent or about 2,500 micro-projects had been completed. The top-3 investment areas in terms of budget allocation were (i) education, including the construction and equipment of class rooms (34% of budget allocation), (ii) local commercial infrastructure (27% of budget allocation), including markets, slaughter areas, vaccination facilities and retail outlets, which generate recurrent revenues for communes and create conditions for local economic development; (iii) the mobilization of water for humans and animals (13%). The ICR team was able to hear from the beneficiaries, during the stakeholder workshop, that the activities under the component greatly contributed to the well-being of the communities resulting in an improvement in the conditions of access to basic social services (schools, health infrastructures, increase of the schooling rate) as well as income (from the different productive investment projects such as shops, markets). For example, the Matiacoali's street shops (Gourma Province in the East Region) generates income of close to 2.1 million CFA francs per year to the commune which represents an extra 10 percent of annual revenue to the municipality’s budget of 20 million CFA francs. Similarly, the street shops of Ouou (Comoe Province in the Cascades Region) generate more than 3.0 million CFA francs per year (Annex xx Stakeholders’ Workshop Report).

³⁹ 394 microprojects financed in 2014; 476 microprojects in 2015; 690 in 2016, 667 in 2017 and 274 in 2018.



Table 6.4: Summary of the microprojects financings by category

| Category/Type of Investment | Quantity /Number | Cost ("000 CFA francs) | Percentage of Investments, 20014–18 |
|---|------------------|------------------------|-------------------------------------|
| Compost pit (no.) | 13,869 | 231,979 | 1.05 |
| Stone bunds (ha) | 774 | 38,461 | 0.17 |
| Restoration of degraded land (ha) | 144 | 9,048 | 0.04 |
| Delimitation of river banks (m) | 14,730 | 84,869 | 0.38 |
| Springs protected (no.) | 7 | 97,840 | 0.44 |
| Reforestation/Trees planted (no.) | 350,055 | 152,579 | 0.69 |
| Live hedges (m) | 114,600 | 7,903 | 0.04 |
| Forest delimitation/roads (km) | 467 | 7,287 | 0.03 |
| Improved stoves (clay/metal) | 4291 | 4,098 | 0.02 |
| Lowland rehabilitated (ha) | 65 | 8,395 | 0.04 |
| Subtotal NRM | | 642,458 | 2.90 |
| Lowland developed (ha) | 421 | 82,226 | 0.37 |
| Horticulture schemes and vegetable gardens (ha) | 83 | 36,450 | 0.16 |
| Retail shops (no.) | 2,902 | 4,391,174 | 19.81 |
| Market sheds (no.) | 1,870 | 613,863 | 2.77 |
| Butcheries (no.) | 16 | 169,195 | 0.76 |
| "input stores" (no.) | 9 | 39,151 | 0.18 |
| Beekeepers established (no.) | 329 | 94,831 | 0.43 |
| Rental houses (no.) | 101 | 603,055 | 2.72 |
| Wells for agriculture (no.) | 95 | 141,658 | 0.64 |
| Livestock markets (no.) | 18 | 464,995 | 2.10 |
| Modern communal markets (no.) | 14 | 484,036 | 2.18 |
| Slaughter facilities (no.) | 18 | 160,104 | 0.72 |
| Bus stations (no.) | 6 | 151,736 | 0.68 |
| Animal vaccination facilities (no.) | 95 | 407,350 | 1.84 |
| Subtotal Productive Investments | | 7,839,823 | 35.37 |
| Access corridors for livestock (km) | 284 | 7,259 | 0.03 |
| Improved grasslands (ha) | 107 | 30,045 | 0.14 |
| Boreholes for livestock (no.) | 51 | 41,119 | 0.19 |
| Rural roads (km) | 16 | 15,030 | 0.07 |
| River crossings (no.) | 13 | 165,483 | 0.75 |
| Bridges (no.) | 4 | 133,128 | 0.60 |
| Subtotal Economic Public Goods | | 392,063 | 1.77 |
| Classrooms for primary schools (no.) | 738 | 5,948,781 | 26.84 |
| Classrooms for secondary schools (no.) | 152 | 438,760 | 1.98 |
| Class rooms equipped (no.) | 1,516 | 1,250,427 | 5.64 |
| School complexes built (no.) | 13 | 417,052 | 1.88 |



| | | | |
|-------------------------------------|-----|-------------------|--------------|
| School latrines (no.) | 217 | 270,208 | 1.22 |
| Clinics built (no.) | 12 | 250,801 | 1.13 |
| Maternities (no.) | 25 | 450,269 | 2.03 |
| Hospital rooms (no.) | 15 | 199,788 | 0.90 |
| Pharmacies (no.) | 14 | 68,111 | 0.31 |
| Houses for hospital staff (no.) | 36 | 280,321 | 1.26 |
| Medical vehicles & equipment (no.) | 4 | 116,721 | 0.53 |
| Boreholes for drinking water (no.) | 433 | 2,808,808 | 12.67 |
| Community centers (no.) | 37 | 587,868 | 2.65 |
| Public latrines (no.) | 182 | 203,814 | 0.92 |
| Subtotal Social Public Goods | | 13,291,730 | 59.96 |
| Grand-total | | 22,166,074 | 100 |

10. Since there were no set targets for the microprojects⁴⁰, the ICR evaluation tried to evaluate the reasonableness of the 2,500 microprojects, especially when we compare the achievements under the prior two phases (Table 6.5 below).

Table 6.5. Actual Program fund allocation for Investment Fund component

| | Phase 1 | Phase 2 | Phase 3 |
|---|---------|---------|---------|
| Actual financing cost for microprojects (in US\$ million) | 48.7 | 57 | 56 |
| Total microprojects financed (number) | 18,250 | 12,500 | 2,500 |

11. As shown by Table 6.6, the mean cost per microproject considerably increased during the third phase and explains the drop in the number of microprojects. Indeed, during Phase 1, microprojects were designed and implemented at village level to cover a village need. During Phase 2, the geographical unit was the commune as per the new design of the decentralization law and therefore microprojects were designed to cover commune (many villages) needs with a larger scope than during the first phase. During the third phase, the focus has been to increase productive investments that required more financial resources. The mean cost of a microproject implemented at commune level was about 2,230,000 FCFA during the second phase compared to 10,200,000 FCFA during the third phase. Moreover, regional councils appeared in the third phase as new actors with the mandate to design microprojects that are beyond the scope of one commune. The mean cost per microproject implemented at regional level was about 41,000,000 FCFA compared to 10,200,000 at commune level during the third phase and this contributed to reduce the number of microprojects during the third phase.

Table 6.6: Average cost per microproject as implemented by regional councils and communes for IDA financing (in FCFA)

| Region | Regional Councils | | | Communes | | |
|-------------------|-----------------------|-------------|-----------------------------|-----------------------|---------------|-----------------------------|
| | No. of Micro-projects | Total Cost | Mean cost per Micro-project | No. of Micro-projects | Total Cost | Mean cost per Micro-project |
| Boucle du Mouhoun | 11 | 426,062,605 | 38,732,964 | 413 | 2,684,484,560 | 6,499,963 |
| Cascades | 8 | 111,251,833 | 13,906,479 | 126 | 988,633,478 | 7,846,297 |

⁴⁰ See Section C Quality at entry, for the discussion of the weaknesses of the results framework.



| | | | | | | |
|-----------------|-----------|----------------------|------------|-------------|-----------------------|------------|
| Centre Est | 6 | 171,161,514 | 28,526,919 | 205 | 1,610,860,379 | 7,857,856 |
| Centre Nord | 10 | 243,066,565 | 24,306,657 | 157 | 2,056,622,101 | 13,099,504 |
| Centre Ouest | 5 | 396,036,976 | 79,207,395 | 232 | 2,574,569,536 | 11,097,282 |
| Centre Sud | 11 | 689,004,965 | 62,636,815 | 100 | 1,219,298,305 | 12,192,983 |
| Centre | 3 | 108,693,775 | 36,231,258 | 29 | 539,004,370 | 18,586,358 |
| Est | 4 | 368,445,774 | 92,111,444 | 130 | 1,652,964,775 | 12,715,114 |
| Hauts Bassins | 11 | 200,484,849 | 18,225,895 | 325 | 2,358,222,540 | 7,256,069 |
| Nord | 6 | 364,234,877 | 60,705,813 | 228 | 1,872,555,512 | 8,212,963 |
| Plateau Central | 8 | 145,670,144 | 18,208,768 | 138 | 1,389,124,470 | 10,066,119 |
| Sahel | 4 | 146,080,549 | 36,520,137 | 181 | 1,555,352,920 | 8,593,110 |
| Sud -Ouest | 6 | 140,888,355 | 23,481,393 | 167 | 1,426,935,242 | 8,544,522 |
| Total | 93 | 3,511,082,781 | | 2431 | 21,928,628,188 | |

12. When we evaluate the project financing by type of investment, the initial plan, during project preparation, was that under Phase 3 the primary focus should be on productive assets, which could be a source of supplemental income for the communes. But in practice (Annex 5 Figure 5.2), there was a clear preference for social assets investments.

13. Therefore, the achievements that were expected to generate local wealth and serve as a basis for sustainably increasing municipal revenues for financial empowerment have remained below expectations; of the total amount used for this activity it is only around 41 percent that was allocated to productive investments compared to a target of 55 percent (Table 6.6 below). Thus, the agenda for setting up economic growth and wealth creation infrastructures (by distinction with social infrastructures) is considered as partially completed.

14. The discussions, during the stakeholder workshop, also raised some difficulties in the implementation of the component. The first ones were linked to the existing weaknesses at the commune level, including the lack of qualified personnel within the collectivity councils, the lack of own resources to finance the activities of the communal M&E cell. The wide geographical area coverage (all 302 rural communes plus the 13 regions were covered under this component), resulted in the thin distribution of the project resources. And the latter forced the communes to focus more on relatively smaller microprojects rather than the large structure investments. In addition, not all communes equally benefitted from the funding (as there were “weak” communes or those affected by the current security situations in the country that had difficulty in using up the resources). The absence in some areas of local service providers, or poor technical and financial capacity of some of those that exist was another problem which often resulted in poor quality of the infrastructures and or delay in activities execution. Lack or inadequate follow up or supervision of project sites by some of the project supervisors recruited by certain municipalities and regions, were also seen for some microprojects. There are financed infrastructures that are not used due to poor site selections or not fully “equipped” sites (that lacked services such as water access). Finally, it will be difficult to assess those micro-projects completed during the last year of project implementation.

Table 6.6: Summary of Project’s main results for Component 3

| Indicators | Targets | Achievements |
|--|---------|--------------|
| Percentage of financing for profitable or commercially-oriented micro-projects | 55% | 39% |
| Percentage of successfully implemented micro-projects | 85% | 96% |



| | | |
|---|----|---|
| Number of technologies for sustainable land and water management promoted | 10 | 7 |
|---|----|---|

Component 4: Sustainable Land and Forestry Management.

15. This component was under the GEF financing. One of the activities of the project, under this component, was the support to the communes for the update of the targeted protected areas’ management plans as well as the development and implementation of participatory management plans in target areas. As a result, the Project financed the preparation of the integrated management plans of the four protected areas, and 34 participatory forest management plans. Investments in eco-tourism (hotels, restaurant, etc.) were also undertaken. And as stated in earlier paragraphs (section II.B) the Project supported the restoration of more than 200,000 ha.

16. Nevertheless, the Project’s achievements with respect to NRM were limited. Most of the activities under this component were implemented at regional level. And microproject implementation at regional level were less effective due to the delays in project preparation and implementation (linked to the long procurement processes and lack of local capacity to carry out major infrastructural works). Therefore, part from failure to implement all the planned activities, even for the implemented one the value of achievement is considered very modest, their financial and economic performance is not yet clear, as most investments were only recently completed, and no quantitative information is available. In addition, the identification and devolution of the lands and forests of the ministries to the communes are only in their initial phase and some NRM investments and activities were less effective; for example, tree plantations and improved lowlands that are in poor state mostly because of inadequate maintenance and management arrangements. As a result, during project implementation, it was decided to reallocate close to 75 percent of the initially allocated resources to Component 3. The objective of the component was therefore not fully achieved. (See annex 7 for the Summary of results report)

Table 6.7: Summary of Project’s main results for Component 4

| Indicators | Targets | Achievements |
|---|---------|--------------|
| Number of management plans for protected areas | 5 | 4 |
| Number of participatory management plans elaborated and applied | 25 | 34 |

B/ Impact of CBRD 3 on local development

17. The different studies carried out under CBRD 3 made it possible to characterize the project’s contribution to the changes in economic, environmental and social terms. One of such studies was the one done with the support of the University of Ouagadougou (in 2011 and 2017) that have made it possible to capture the evolution of the standard of living of rural households through indicators covering eight major domains that are: (i) income, (ii), poverty and inequality, (iii) education, (iv) health and nutrition, (v) food security, (vi) water, sanitation and (vii) access to productive assets; and (viii) the domestic burden of women. The other sources of information were the surveys carried out by CBRD 3 (in 2016) on the impacts of the investments made by the local communities with the support of the Project; this provided information on the project’s intrinsic contribution to the changes observed. The 19 rehabilitated health centers and the 115 health facilities equipped with the support of the Project, are used by more than 100,000 patients annually.



Economic impacts

18. At the level of individuals and households in rural areas, it was noted between 2011 and 2017:

- A decrease in the incidence of poverty from 44.6 to 43.7 percent;
- An increase in average income per capita from 94,778 to 129,950 CFA franc, an increase of 1.37 percent;
- An increase in the proportion of households with food self-sufficiency from 57.1 percent to 60.8 percent.

19. The project's contribution to this improvement was made through, among other things:

- the annual production of 752 tons of paddy rice with a monetary value of 75,200,000 CFA francs, obtained through the development of 486 Ha of lowland; the Internal Rate of Return (IRR) of these lowland developments was estimated at 7.8 percent;
- the generation of income for the benefit of 6,080 producers (operating 96.5 ha) of which about 95 percent women, 42,500 CFA francs / producer / campaign, or about 258,400,000 CFA francs;
- the increase in agricultural productivity thanks to the construction of 13,869 manure pits with an estimated IRR of 198.9 percent.

20. CBRD 3 actions have also impacted the financial mobilization capacities of local authorities, particularly through the tax and non-tax revenues generated by the infrastructures built. The 2501 micro-projects carried out by the local authorities with the support of the CBRD -3 have also enabled the creation of temporary jobs, especially for young people, through the recruitment of qualified and unskilled labor for the execution of works. But as stated in earlier paragraph, the latter was only achieved partially: only 39 percent of the financings went for the funding of the economic microprojects.

Social impact

21. The social impacts generated by the project are analyzed through access to basic social services such as education, health, drinking water and sanitation.

➤ In the field of education

22. Education is an essential part of getting out of poverty, and its deficit can reverse the efforts made in the fight against poverty. In rural areas, the gross primary enrollment rate increased from 68 percent in 2011 to 85 percent in 2017.

23. CBRD 3 contribution to this achievement was by increasing the supply of educational facilities with the construction of 890 classrooms as well as the equipment of 1,516 classrooms. These infrastructures made it possible to accommodate 47,580 elementary school students and 10,640 post-primary students every year and the working and teaching conditions for teachers and pupils are improved.

➤ In the field of health

24. According to the Ministry of Health's 2017 Statistical Yearbook, the average range of 6.5 km in 2013 rose to 6.0 km in 2017, a reduction of 0.5 km. As for the ratio "number of inhabitants per CSPS", it was



9,759 in 2013 compared to 9,624 in 2017. This performance is made possible thanks to the combined actions of the various stakeholders including the CBRD 3.

25. On average each year, 2,640 women and 14,160 patients (men and women) are received respectively in the 25 maternity and 12 clinics built by the communities with the support of CBRD 3. In addition, 110,323 patients annually attend 19 rehabilitated Health and Social Promotion Centers (CSPS) and 115 health facilities equipped with the support of the Project.

➤ **In the field of access to water and sanitation**

26. Overall, the rate of access to drinking water in rural areas increased from 80.0 percent in 2011 to 87.2 percent in 2017, a gain of 7.2 points. Also, 96.6 percent of villages have boreholes in 2017. The average access distance to water points has increased from 0.8 km in 2011 to 0.6 km in 2017, a reduction of 0.2 km. The access rate of rural households to a latrine rose from 17.3 percent in 2011 to 37.6 percent in 2017, a gain of 20.3 points. This situation reflects the level of effort made by the various stakeholders to provide drinking water to the populations and improve sanitation.

C/ CBRD 3 costs by financiers

27. Table 6.8 below is the summary of the CBRD 3 costs by financier.

Table 6.8 below is the summary of the CBRD 3 costs by financier.

| Financier | Curr-ency | In USD | | | In CFA francs | | |
|----------------|-----------|----------------|---------------|-----------|------------------------|-----------------------|---------------|
| | | Initial Amount | Disbursed | Disb. %ge | Initial Amount | Disbursed | Disb. %ge |
| IDA (H822-BF) | DTS | 45 400 000 | 45 358 525 | 99.91% | 37,100,810, 000 | 36,186,007,126 | 97.53% |
| GEF (TF013637) | USD | 7 407 408 | 7,374, 615 | 99.56% | 3,926,999,000 | 4,215,413,145 | 107.34% |
| Govt | FCFA | 4 234 728 000 | 2,541,927,122 | 60.03% | 4,234,728,000 | 2,541,927,122 | 60.03% |
| Bene | FCFA | 4 216 956 000 | 1,609,434,362 | 38.17% | 4,216,956,000 | 1,609,434,362 | 38.17% |
| TOTAL | | | | | 49,479,493, 000 | 44,552,781,755 | 90.04% |



Appendix 6.1a: Summary table of trainings provided for the benefit of local authorities

| Year | Training Theme | Target Audience | Number of Beneficiaries | | |
|------|---|--|-------------------------|-------|-------|
| | | | Men | Women | Total |
| 2014 | Participatory Budget Development and Implementation Process | Mayor, SG, Accountant, PCAEF, CF, TREASURY | 757 | 90 | 847 |
| | M&E and Environmental and Social Safeguards Procedures | Member of the municipal ES cells | 635 | 96 | 731 |
| | PCD Development Process | Ad hoc Committee | 335 | 39 | 374 |
| | Public Procurement Procedures | Mayors, Communal and Regional Award Committee Members, CF | 651 | 91 | 742 |
| 2015 | Organization, mandates and functioning of special delegations of local authorities | Members of special delegations | 688 | 208 | 896 |
| | "Institutional communication: tool for effective promotion of local development" (Bobo Dioulasso) | Managers of the SO, Casc., BMH, CO and CE and North and CAF RCU and land tenure managers | 49 | 18 | 67 |
| | Closing of the accounts and preparation of annual financial statements of the Projects | (03) Financial Administrators | 1 | 2 | 3 |
| | World Bank Environmental and Social Safeguards | M&E Staff (01 from l'UNC and 02 from URC) | 2 | 1 | 3 |
| | World Bank Environmental and Social Safeguards | OFINAP stakeholders | 21 | 1 | 22 |
| | Car maintenance practice in all its dimensions | All CBRD 3 drivers (26) | 26 | - | 26 |
| | Level 2 administrative writing | CBRD 3 Secretaries | - | 3 | 3 |
| | World Bank Environmental and Social Safeguards | All CBRD 3 staff | 39 | 12 | 51 |
| | Training of new agents in rural land tenure | New DGFOMR agents, Regional agents of the DGFOMR | 37 | 2 | 39 |
| | Initiation to the data management software M&E DELTA | All CBRD 3 staff | 39 | 12 | 51 |
| 2016 | Public Procurement Procedures | Presidents of special delegations, Communal and Regional Award Committee Members, CF, Budget | 503 | 98 | 601 |
| | Resource Mobilization and Negotiation Techniques | PCR, Mayor, Deputy Mayor, City hall SG, PCAEF | 1 175 | 73 | 1 248 |
| | Role of the local elected representative in the development of the community | Mayors, PCEDL, 2 female advisers | 777 | 477 | 1 254 |
| | Gender and Local Development | Mayor, 2 female advisers, PCEDL, PCR | 778 | 477 | 1 255 |
| | Communal Communication | Members of communal communication committee | 409 | 39 | 448 |
| | Public Procurement Procedures | Mayors, Communal and Regional Award Committee Members, CF | 962 | 112 | 1 074 |
| | Monitoring & Evaluation | M&E Communal Committees | 22 | 5 | 27 |



| Year | Training Theme | Target Audience | Number of Beneficiaries | | |
|--------------|---|--|-------------------------|--------------|---------------|
| | | | Men | Women | Total |
| | Environmental and Social Safeguards | M&E Communal Committees | 22 | 5 | 27 |
| | Allocation, organization and operation of Regional Councils and Administration | Regional Council Members | 202 | 21 | 223 |
| | Training on Leadership and Team Management | CBRD 3 Regional Coordinators | 12 | 4 | 16 |
| | Attribution, organization and functioning of municipal councils and administration | Members of Municipal Councils | 5 522 | 802 | 6 324 |
| 2017 | Archiving and filling technique of logbook | SG, Accountant, Secretary and other staff | 924 | 342 | 1 266 |
| | Preparation of oven-baked cakes / management of a bakery-pastry unit (Cascades) and local soap making (Central Plateau Central) | Women from the Regions of Cascades and Plateau Central | - | 125 | 125 |
| | Composition, mandates and operation of CFVs and CCFVs | Members of CFV and CFV Offices | 377 | 16 | 393 |
| | Management of the public expenditure for the benefit of city hall accounting officers and tax collectors | Municipal accountants and receivers of the local authorities | 22 | 4 | 26 |
| | Technique for building improved "3 stones" fireplaces | Women in intervention zones for GDTF component | - | 1 035 | 1 035 |
| | Training of communal communication committees | Members of communal communication committees and resource persons in charge of communication for Regional Councils | 671 | 45 | 716 |
| | Public Procurement Procedures | Mayors, Communal and Regional Award Committee Members, CF | 933 | 105 | 1 038 |
| | Public Order Procedures | CBRD 3 staff and of the Ministry of Agriculture and Hydraulic Schemes | 106 | 44 | 150 |
| | Total brain management | Regional Coordinators and Department Heads | 7 | 4 | 11 |
| | Training in rules and administrative drafting techniques (Ouaga) | All Coordinators of URC and UNC/CBRD 3 staff | 14 | 7 | 21 |
| 2018 | Solid and liquid soap manufacturing techniques | Women from Oueguelga Tanghin-Dassouri | - | 60 | 60 |
| Total | | | 6,718 | 4,475 | 21,193 |



Appendix 6.1b Summary table of trainings conducted for Sustainable Land and Forestry Management

| Training Themes | AGED | | | ATTR | | | Tii Palga | | | Total | | |
|--|------|----|------|------|-----|------|-----------|-----|-------|-------|-----|-------|
| | M | F | Tot. | M | F | Tot. | M | F | Total | M | F | Total |
| Technical itineraries for market gardening (onion, tomato) | | | 0 | 245 | 515 | 760 | 96 | 120 | 216 | 341 | 635 | 976 |
| Fodder and natural forage conservation | 270 | 20 | 290 | 279 | 16 | 295 | 18 | 5 | 23 | 567 | 41 | 608 |
| Training of local associations, rural development technical services and community agents on integrated ecosystem management | 11 | 4 | 15 | | | 0 | 94 | 13 | 107 | 105 | 17 | 122 |
| Training farmers in the proper use of chemicals and bio-pesticides (pesticides, pests, etc.) | | | 0 | | | 0 | 8 | 9 | 17 | 8 | 9 | 17 |
| Training of the beneficiary households of the MED on the setting up and the schemes of enclosed conservation zones (Implantation, Plantation, Hurdles, Anti Erosive sites) | | | 0 | | | 0 | 259 | 21 | 280 | 259 | 21 | 280 |
| Training of the partners of the enclosed conservation zones in production of forest seeds | | | 0 | | | 0 | 16 | 4 | 20 | 16 | 4 | 20 |
| Producer training in modern beekeeping | | | 0 | 224 | 20 | 244 | 79 | 6 | 85 | 303 | 26 | 329 |
| Training of producers in local soap processing | | | 0 | | | 0 | 0 | 75 | 75 | 0 | 75 | 75 |
| Training in carbonization techniques | 53 | 7 | 60 | | | 0 | | | 0 | 53 | 7 | 60 |
| Training and tooling of trackers | 9 | 0 | 9 | | | 0 | | | 0 | 9 | 0 | 9 |
| Training on the production and use of bio-coal in market gardening and food crops | | | 0 | | | 0 | 88 | 96 | 184 | 88 | 96 | 184 |
| RNA Training | | | 0 | 338 | 60 | 398 | 631 | 511 | 1142 | 969 | 571 | 1540 |
| Technical training in local poultry | 82 | 28 | 110 | | | 0 | | | 0 | 82 | 28 | 110 |



| Training Themes | AGED | | | ATTR | | | Tii Palga | | | Total | | |
|---|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|--------------|--------------|--------------|
| | M | F | Tot. | M | F | Tot. | M | F | Total | M | F | Total |
| Technical itineraries of rainfed rice production | | | 0 | 156 | 281 | 437 | | | 0 | 156 | 281 | 437 |
| Practice and control of early fires | 28 | 12 | 40 | 15 | 5 | 20 | | | 0 | 43 | 17 | 60 |
| Awareness of adaptation to the adverse effects of climate change on agro-silvo-pastoral activities | 75 | 25 | 100 | 17 | 3 | 20 | 589 | 809 | 1398 | 681 | 837 | 1518 |
| Awareness and training in the production of organic manure | 787 | 68 | 855 | 3748 | 185 | 3933 | 115 | 493 | 608 | 4650 | 746 | 5396 |
| Awareness and training in the technique of making stony cords | 135 | 28 | 163 | 30 | 2 | 32 | 444 | 115 | 559 | 609 | 145 | 754 |
| Sensitization and set up of management committee of vocation areas | 743 | 135 | 878 | | | 0 | 40 | 8 | 48 | 783 | 143 | 926 |
| Sensitization and training of women's groups in four villages to master the technique of sheep fattening and the production of organic manure | 0 | 60 | 60 | | | 0 | | | 0 | 0 | 60 | 60 |
| Awareness on eco-citizenship | 1504 | 1179 | 2683 | | | 0 | 208 | 324 | 532 | 1712 | 1503 | 3215 |
| Farmer / breeder conflict management technique | | | 0 | 31 | 2 | 33 | | | 0 | 31 | 2 | 33 |
| Seed production technique (training and equipment) | 55 | 0 | 55 | 52 | 12 | 64 | | | 0 | 107 | 12 | 119 |
| Transformation of non-timber forest products (shea, neré) | | | 0 | 0 | 30 | 30 | | | 0 | 0 | 30 | 30 |
| Popularization of improved stoves "3 stones" | 0 | 255 | 255 | 17 | 394 | 411 | 0 | 5015 | 5015 | 17 | 5664 | 5681 |
| Total | 3752 | 1821 | 5573 | 5152 | 1525 | 6677 | 2685 | 7624 | 10309 | 11589 | 10970 | 22559 |



ANNEX 7. STAKEHOLDERS' WORKSHOP SUMMARY REPORT (Full report in French)

**MINISTRE DE L'AGRICULTURE ET DES
AMENAGEMENTS HYDRAULIQUES**

SECRETARIAT GENERAL

**DEUXIEME PROGRAMME NATIONAL
DE GESTION DES TERROIRS, PHASE III (PNGT2-3)**

UNITE NATIONALE DE COORDINATION

**01 BP 1487 OUAGADOUGOU 01
Tél. : 25.31.45.43 - Fax : 25.31.74.10
www.pngtbf.org**



BURKINA FASO
Unité - Progrès - Justice

Ouagadougou le 13 décembre 2018

**Synthèse des concertations avec les représentants
Des collectivités territoriales, des services techniques, des ONG/Associations**

(Version provisoire)

Synthèse :

**Gaoussou OUEDRAOGO
Emmanuel NIKIEMA
Olivier SAWADOGO
SiéSalif Stephan KAMBOU**

Décembre 2018



LISTE DES SIGLES ET ABREVIATIONS

| | |
|--------------|--|
| AGR | Activités génératrices de Revenus |
| CCAM | Commission communale d'Attribution des Marchés |
| CCCo | Cadre de Concertation communal |
| CCP | Cadre de Concertation provincial |
| CCR | Cadre de Concertation régional |
| CFV | Commission foncière villageoise |
| CCFV | Commission de Conciliation foncière villageoise |
| CCAM | Commission communale d'Attribution des Marchés |
| CRAM | Commission régionale d'Attribution des Marchés |
| CVD | Conseil villageois de Développement |
| DAO | Dossier d'Appel d'Offres |
| DREP | Direction régionale de l'Economie et de la Planification |
| EDIC | Espace de dialogue et d'interpellation communale |
| FDL | Fonds de Développement local |
| LPDRD | Lettre de Politique de Développement rural décentralisé |
| ONG | Organisation Non gouvernementale |
| OSC | Organisation de la Société civile |
| PAIC | Plan annuel d'Investissement communal |
| PCD | Plan communal de Développement |
| PNGT2 | Deuxième Programme national de Gestion des Terroirs |
| RAS | Rien à Signaler |
| STD | Services techniques déconcentrés |
| SEPO | Succès – Echecs – Potentialités - Obstacles |
| URC | Unité régionale de Coordination |



INTRODUCTION

L'expérience du Burkina Faso en matière de développement communautaire a permis l'amorce du processus de décentralisation en 1995 avec les premières élections municipales et par la suite à l'adoption de la Lettre de Politique de Développement rural décentralisé (LPDRD) en 2002. Cette politique s'inscrit dans une vision prospective du développement communautaire où les populations sont appelées à jouer les premiers rôles pour toutes les décisions relatives aux investissements locaux tout en plaçant la gestion des ressources naturelles à la base des activités productives.

Par la suite, le gouvernement a pris des mesures relatives à l'approfondissement du processus de décentralisation avec l'adoption du Code général des Collectivités territoriales (CGCT) le 21 décembre 2004, qui a défini le cadre juridique et réglementaire de la mise en œuvre de la décentralisation.

A cet effet, la Banque mondiale a opté de soutenir sur le long terme cette vision du Gouvernement en matière de développement rural décentralisé à travers le Deuxième Programme national de Gestion des Terroirs (PNGT2) qui a été l'un des instruments d'opérationnalisation de cette vision dans les villages, les communes rurales et les régions collectivités territoriales.

La phase 3 du Deuxième Programme national de Gestion des Terroirs () qui constitue la dernière du Programme est en cours d'exécution depuis juillet 2013.

Elle a pour objectif de « *Renforcer les capacités des communautés rurales et des structures décentralisées pour la mise en œuvre des plans locaux de développement qui favorisent la gestion durable des terres et des ressources naturelles et les investissements rentables au niveau des communes* ».

Elle est structurée autour de 05 composantes, à savoir : (i) le Renforcement des Capacités pour le Développement rural décentralisé (RCDRD) ; (ii) l'Application du Régime foncier rural et Renforcement des mécanismes de résolution des conflits au niveau local (ARFR) ; (iii) le Financement des Investissements du développement local (FIDL) ; (iv) la Gestion durable des Terres et des Forêts (GDTF) et (v) la Coordination, Gestion et Suivi-Evaluation (CGSE). Il a pour cibles l'ensemble des 302 communes rurales et les 13 régions collectivités territoriales.

A l'instar des deux précédentes phases, cette dernière est financée par la Banque mondiale, le Fonds pour l'Environnement mondial, l'Etat burkinabè et les bénéficiaires. Sa clôture qui est par ailleurs celle de tout le programme est prévue pour le 31 décembre 2018.

Conformément aux opérations de post clôture de la Banque mondiale, un rapport sur la perception des bénéficiaires doit être élaboré. La méthodologie à cet effet préconise la tenue d'un atelier regroupant l'ensemble des parties prenantes dans sa mise en œuvre.

C'est donc dans ce contexte qu'un atelier national a été organisé le jeudi 13 décembre 2018 en vue d'appréhender la perception des parties prenantes / bénéficiaires de la phase III et du PNGT2 dans sa globalité.

Le présent rapport qui fait la synthèse des travaux dudit atelier est structuré autour des points ci-après :

- *Les objectifs de l'atelier*
- *Les résultats attendus*
- *Le déroulement de l'atelier et la méthodologie*
- *Les résultats des travaux*



1. Objectifs et résultats attendus

1.1 Objectif Global

L'objectif de l'atelier, est d'appréhender les appréciations des bénéficiaires (conseils municipaux, régionaux de bénéficiaires directs) et des parties prenantes sur les actions et les résultats du Deuxième Programme National de Gestion des Terroirs, Phase III (PNGT2-3), dans la perspective de la capitalisation des acquis, et des leçons apprises du Projet.

1.2 Objectifs Spécifiques

Plus spécifiquement, l'atelier devait permettre de recueillir les appréciations des parties-prenantes sur :

- les objectifs du projet et leur pertinence ;
- la démarche de mise en œuvre ;
- les effets sur les bénéficiaires ;
- les forces et les faiblesses de la mise en œuvre du projet ;
- Les leçons apprises.

2. Les résultats attendus

Les résultats attendus de l'étude sont les suivants :

- les représentants des communes rurales et des collectivités régionales ont donné leurs appréciations sur le Programme et sa mise en œuvre ;
- les représentants des Cadres de Concertation régionales (CCR) et les Services techniques ont donné leurs appréciations sur le Programme et sa mise en œuvre ;
- Les forces, les faiblesses, les leçons apprises des parties prenantes sont capitalisées ;
- un rapport capitalisant les résultats de l'atelier est produit.

Les participants à l'atelier

Les participants à l'atelier au nombre d'une soixantaine (confère liste de présence), ont été les bénéficiaires et les représentants des parties prenantes de la mise en œuvre du Programme. Ce sont : les Gouverneurs des régions, les présidents des conseils des collectivités territoriales, les représentants des services techniques déconcentrés de l'Etat), les responsables des ONGs et associations(partenaires de la mise en œuvre de la GDTF : OFINAP, ATTR, AGED, SOS Sahel, Tiipalga et l'OFINAP).

3. Déroulement de l'atelier et Méthodologie

3.1 Déroulement de l'atelier

L'atelier national sur la perception des bénéficiaires s'est déroulé le 13 décembre 2018 dans la salle de conférence des Archives Nationales à partir de 9 heures 00 minutes.

Il a été animé par des personnes ressources rompues aux techniques d'animation avec la contribution des cadres du PNGT2. Les travaux se sont déroulés en séances plénières et en focus groupes avec trois (03) groupes thématiques constitués.

3.2 Méthodologie

La méthode SEPO (Succès-Echecs-Potentialité-Obstacles) adapté aux besoins de l'atelier a été utilisée pour l'atteinte des objectifs. A cet effet, l'outil SEPO a été restructuré pour permettre la mise en exergue



des faits avérés et des leçons apprises.

Ainsi, pour chaque thème à développer les participants ont ressorti selon eux :

- les forces ou succès enregistrés ;
- les faiblesses ou échecs observés ;
- les faits avérés ou les preuves de certaines affirmations ;
- les leçons apprises.

3.3 Structuration des thèmes par groupe

Dans le but d'atteindre les résultats de l'atelier, les thèmes ont été structurés en sous-thèmes pour chacun des focus groupes

3.3.1 Animation avec le focus groupe : Conseillers municipaux et Conseils régionaux

L'appréciation de la perception des membres des Conseillers régionaux et municipaux sur la mise en œuvre du PNGT2 a été faite à travers les différentes composantes du Programme qui sont les thèmes de réflexion.

Thème 1 : Renforcement des Capacités pour le Développement Rural Décentralisé

Sous-thèmes :

- *Conseil Municipal et Conseil Régional, partenaire direct du PNGT2*
- *Mis en œuvre des Plans de Développement ;*
- *Formations (toutes les thématiques)*

Thème 2 : Le Financement des Investissements du Développement local (FIDL) et la Gestion durable des Terres et des Forêts

Sous-thèmes :

- *Démarche de mise en œuvre du FIDL (PAIC, Budgétisation, Conventions, Passation des marchés, Transfert de fonds, paiement des prestataires) ;*
- *Investissements (maîtrise d'ouvrage locale, qualité des prestations, appropriation des investissements, sauvegarde environnemental et social) ;*
- *Subventions (montants des enveloppes).*

3.3.2 Animation avec le focus groupe : représentants des Cadres de Concertation régionale (CCR) (Gouverneurs, Services techniques)

Les thèmes suivants ont été abordés avec ce focus groupe :

Thème 1 : La Concertation

Sous-thèmes :

- *Financement de la concertation ;*
- *Animation de la concertation ;*
- *Collaboration / Partenariat entre URC et CCR ; collaboration entre URC et CCP ;*
- *Collaboration / Partenariat entre CM et Services techniques déconcentrés (STD) ;*
- *Collaboration / Partenariat DREP- PNGT2.*

Thème 2 : Le Financement des Investissements du Développement local



✚ **Sous-thèmes :**

- *Les acquis et faiblesses*
- *Collaboration / partenariat entre les Conseils des collectivités et les Services techniques déconcentrés.*

Thème 3 : La Réforme du Régime Foncier Rural

✚ **Sous-thèmes :**

- *Pertinence de la composante au PNGT2-3 ;*
 - *Contenu et démarche de l'appui ;*
 - *Contribution du Programme à la sécurisation foncière dans les communes bénéficiaires ;*
- 3.3.3 Animation avec le focus groupe : Partenaires dans le domaine de la Gestion Durable de Terres et des Forêt (GDTF)

Ce focus groupe a porté ses appréciations sur :

- La pertinence et l'efficacité de la démarche de partenariat tripartite au regard des résultats ;
- Les procédures / mécanismes de mise en œuvre du partenariat ;
- Les « success-stories » (deux au moins par ONG/Association) : cas de réalisation réussie qui donne satisfaction aux bénéficiaires ;
- Les difficultés / contraintes rencontrées ;
- Les propositions d'amélioration.

Le thème portant sur la Réforme du Régime Foncier Rural a également été abordé dans ce groupe en plus du groupe 2, à travers les sous thèmes portant sur :

- *La pertinence de la composante au PNGT2-3 ;*
- *Le contenu et démarche de l'appui ;*
- *La contribution du programme à la sécurisation foncière dans les communes bénéficiaires.*

4. Résultats des travaux de l'atelier

4.1 Synthèse de la perception des différents groupes d'acteurs par thème traité

Cette synthèse est constituée de trois résumés de la perception des représentants des collectivités territoriales, des membres des CCR et CCP, les ONG et Associations sur la mise en œuvre des quatre composantes de la phase trois du PNGT2.

- **Renforcement des capacités (RC)**

Qu'est-ce que le PNGT2 a fait en matière de Renforcement des capacités ?

Le fait que le PNGT2 ait utilisé le **Conseil municipal et le conseil régional comme porte d'entrée** de ses interventions dans les 302 communes rurales et les 13 régions collectivités est bien apprécié par l'ensemble des acteurs et bénéficiaires. Leurs propos sont étayés par le fait que depuis l'adoption du CGCT, la commune et la région ont constitué dès lors la porte d'entrée de l'ensemble des partenaires au développement.

En effet, selon les bénéficiaires, le Conseil municipal étant l'instance représentative de l'ensemble des villages, la porte d'entrée communale a permis de ce fait la prise en compte de leurs priorités à travers le PCD qui a été élaboré avec la participation de l'ensemble des villages du ressort territorial. C'est par



ailleurs la structure qui porte les actions de développement de la commune. Cette option a permis au PNGT2 de mettre en œuvre avec succès, l'ensemble des activités prévues pour les conseils des collectivités notamment les activités de renforcement des capacités et le FDL au cours des différentes phases.

L'appui à l'élaboration et à l'actualisation des PCD au cours des deux précédentes phases du programme constitue un facteur de succès pour les bénéficiaires car il leur a permis de disposer dès l'entame des mandats des conseils des collectivités d'un outil de plaidoyer et d'organisation des actions de développement. Comme faits avérés de leurs propos sur ce succès du PNGT2, les acteurs veulent pour preuve, les difficultés rencontrées dans la mobilisation des ressources financières pour l'actualisation des PCD en arrimage avec les objectifs du PNDES et ce, dans un contexte où la phase 3 du PNGT2 n'a pas prévu de ressources à cet effet.

Les formations ont permis le renforcement des capacités des conseillers municipaux, des conseillers régionaux, des secrétaires généraux de mairies et des comptables. Les thèmes dispensés étaient bien adaptés aux besoins des acteurs (rôle de l'élu dans l'animation du développement local, mobilisation des ressources, techniques de négociation, rôle et importance de la communication communale, budget participatif, suivi -évaluation, passation des marchés...).

Ces formations ont permis la participation plus active des conseillers et CVD dans les activités des communes.

Ont été perçus comme éléments de force ou de succès du renforcement des capacités du PNGT2 les points ci-après :

- Formation des acteurs communaux et régionaux et services techniques sur les procédures de passation des marchés
- Diversités des thématiques développées par le PNGT
- Le PNGT en appui conseil des conseils des collectivités territoriales (coaching par les URC)
- PNGT2 comme école et cadre d'apprentissage des nouveaux élus dans la maîtrise d'ouvrage local
- La pertinence des thèmes de formation (thèmes en phase avec les besoins de formations)
- La proximité de l'équipe PNGT pour le renforcement des capacités (préparation et animation des sessions de formations)
- Mise en place et fonctionnalité des CCCO (amélioration de la communication au sein des CT)

Comme effets induits, on peut citer entre autres :

- la plupart des entraves en lien avec la maîtrise d'ouvrage local a été levée grâce à l'accompagnement du PNGT (maîtrise des rôles).
- renforcement de la collaboration entre CM et STD (formation en passation des marchés)
- capacité à monter des projets et à mobiliser les ressources par les Conseils municipaux et régionaux ;
- meilleure mobilisation des recettes fiscales (mise en application des acquis de la formation sur le civisme fiscal et la mobilisation des ressources)
- l'implication des CVD et des CM dans l'élaboration du fichier des contribuables
- amélioration du capital humain dans le cadre de la décentralisation et le DL ;
- l'appropriation du devoir de rédevabilité (espaces de dialogue)
- suivi évaluation des activités des communes renforcé
- un changement de comportements et de méthodes dans les actions



- une réduction des conflits de compétence grâce à la meilleure connaissance du rôle du CVD et du CM ;
- un meilleur exercice de la maîtrise d'ouvrage par les communes ;
- une amélioration des performances (Maires, SG, Comptables).

Comme faits avérés pour confirmer ou étayer les propos des bénéficiaires sur les effets, l'on retient l'augmentation de plus de (7%) par an des recettes propres de la commune rurale de Koper (environ 840 000 FCFA mobilisés par an) obtenus sur la base de la mise en application des acquis de la formation sur la mobilisation des ressources ;

A contrario de l'Etat central qui redoute le transfert effectif des compétences et des ressources aux CT, les bénéficiaires citent en exemple le courage du PNGT2 dans le transfert des ressources à ces instances sur la base du renforcement de leurs capacités qu'il a accompagné.

Au nombre des insuffisances, bien qu'étant une difficulté d'ordre institutionnelle, la complexité et la lourdeur des procédures de passation des marchés ont nécessités des sessions de recyclage permanent des acteurs sur le thème.

Il est à noter également les difficultés liées à la lenteur dans le transfert effectif des ressources aux collectivités territoriales ne permettant pas ainsi la mise en application de certains acquis des formations reçues (élargissement de la matière imposable sous contrôle de la tutelle, contrôle à priori dans la passation des marchés, etc.).

Des leçons apprises sur le renforcement des capacités selon les bénéficiaires il ressort ce qui suit :

- Les acteurs institutionnels (CM, CR et administration communale) sont en perpétuel changement du fait des élections et des affectations du personnel administratif. L'administration communale est souvent perturbée par le départ et l'arrivée de nouveaux secrétaires généraux (président de la CCAM) alors que les collectivités doivent assurer la maîtrise d'ouvrage de leurs investissements ;
- Le renforcement des capacités de manière permanente et la mise à disposition des modules de formation élaborés par les partenaires au développement permet aux conseils des collectivités et l'administration communale de mieux gérer les affaires locales, construire et atteindre une maturité et une aisance dans la gestion de leurs affaires.

Globalement, les bénéficiaires apprécient très positivement la mise en œuvre de la composante « renforcement des capacités » du Programme et confirment son adéquation avec l'objectif de développement du PNGT2 à travers ses trois phases.

- **Financement du développement local (FIDL)**

Tous les groupes d'acteurs apprécient positivement la composante « Financement des Investissements du Développement local » tant dans sa philosophie que dans ses principes et sa démarche de mise en œuvre.

En effet, selon leur témoignage, le FIDL a eu le mérite de responsabiliser les conseils de collectivités et les communautés bénéficiaires des réalisations, d'assurer la transparence dans la gestion et de renforcer l'appropriation et la durabilité des investissements.

Les éléments ci-après ont été relevés comme des forces et succès du Programme dans la mise en œuvre



du FIDL :

- démarche concertée pour prendre en compte les besoins réels de la commune ;
- financement connu à l'avance par les CT ;
- mise à disposition d'une liste de projet inéligible (outil d'orientation) ;
- disponibilité d'un référentiel pour le choix des MP (PCD) ;
- réalisation de projets structurants (infrastructures marchandes), augmentation des recettes communales) ;
- suivi de proximité assuré par les URC dans la mise en œuvre des micro-projets des CT ;
- transparence dans la gestion des fonds ;
- sécurisation des populations à travers certaines réalisations (gare routière de la commune de Bondokuy pour réduire les accidents et instaurer l'hygiène) ;
- meilleure participation, transparence, traçabilité du financement du PNGT2 ;
- souplesses dans l'affectation des ressources du FIDL ;
- cofinancement des micro-projets ;
- Le (réflexe d'avoir) recours systématique au suivi-contrôle des travaux au niveau des CT ;
- l'implication des CVD et des CM dans le suivi évaluation des réalisations ;
- l'appropriation des réalisations par les bénéficiaires du fait de leur implication dans le suivi : acquis des formations du PNGT2 ;
- instauration d'une culture de suivi (rédevabilité) ;
- transfert des compétences aux agents de la mairie pour le suivi par les équipes PNGT2 ;
- bonne qualité des infrastructures ;
- l'implication des STD (protocoles entre PNGT2 et Services Techniques) pour le suivi qualité des ouvrages ;
- visibilité des réalisations du PNGT2 (plaques d'indication) ;
- l'élaboration de chartes foncières dans le cadre de la Sauvegarde Environnementale et Sociale (SES) des micro-projets ;
- accompagnement du PNGT2 dans le choix des sites pour la réalisation des micro-projets ; (négociation, accompagnement pour la prise en compte des mesures de SES.

Au nombre des insuffisances, les bénéficiaires directs et partenaires impliqués dans l'accompagnement ont relevé la faiblesse des subventions pour la réalisation de projets structurants et l'absence de garantie de financement pluriannuel pour leurs réalisations.

Au titre des réalisations financées par le FIDL, il y a la faible capacité technique et financière de certains prestataires qui a eu pour conséquence la mauvaise qualité de certains ouvrages. Cette situation a été favorisée également par un suivi insuffisant des chantiers par certains maîtres d'œuvres recrutés par certaines communes et régions.

En dépit de ces insuffisances, les acteurs sont unanimes sur le fait que la mise en œuvre du FIDL a induit des effets pouvant être résumés comme suit :

- une contribution à l'amélioration du niveau d'équipement des communes (écoles, aires d'abattages, infrastructures sanitaires, augmentation du taux de scolarisation....) ;
- une contribution à l'amélioration des conditions d'accès aux services sociaux de base (Santé, Education, Eau et Assainissement) ;
- une contribution à l'amélioration de la production agro-sylvo-pastorale ;
- une contribution à la protection de l'environnement ;



- une contribution à l'amélioration des recettes budgétaires des communes par la réalisation projets structurants (boutiques, marchés, gares routières, parcs de vaccination...).
- une contribution à la réduction des conflits entre agriculteurs et éleveurs à travers l'ouverture de piste à bétail, couloirs d'accès ;
- une contribution au renforcement de la cohésion sociale ;
- un éveil de conscience, un réflexe et une capacité des conseils municipaux et régionaux à mettre en œuvre les mesures de sauvegardes environnementales et sociales lors de la réalisation des micro-projets toutes sources de financement confondues.

Au titre des faits avérés pour soutenir les effets induits par les projets structurants dans l'amélioration des recettes propres des collectivités territoriales les acteurs ont relevé ce qui suit :

- ☞ La contribution des boutiques de rue de Matiacoali à près de 2 100 000 FCFA par an comme recette propre annuelle, soit près de 10 percent de recettes annuelles mobilisées du budget communal (les recettes annuelles propres de la commune sont de 20 000 000FCFA).
- ☞ La contribution des recettes issues des boutiques de rues et des auberges de la commune de Ouo à près de 3 600 000 FCFA par an.
- ☞ Le renforcement de la capacité de résilience (nouvelles activités économiques qui se développent autour des boutiques) dans la commune de Yondé ?
- ☞ La contribution des recettes issues de la location des boutiques de rue et celles générées par le marché à bétail de la commune de Yalgo à près de 4 040 000 FCFA par an.

Globalement les acteurs sont pleinement satisfaits de la mise en œuvre du FIDL du PNGT2 et encouragent les plus hautes autorités du pays à s'engager sur le même chemin dans le cadre du transfert effectif des ressources aux collectivités conformément aux principes de la décentralisation.

Ils estiment par ailleurs que sans le FIDL du PNGT2, les budgets des collectivités seraient uniquement basés sur les ressources affectées (Dotation globale d'équipement de l'Etat). Egalement, ils apprécient positivement de la pertinence du FIDL dans l'atteinte de l'objectif global du Programme, à savoir la réduction de la pauvreté en milieu rural.

- **Concertation**

Le principe de la concertation à tous les niveaux est une voie privilégiée pour harmoniser et créer les synergies nécessaires aux interventions sur le terrain. Ce principe est consacré par la Lettre de Politique de Développement Rural Décentralisé (LPDRD).

Le cadre institutionnel de la mise en œuvre étant fortement bâti autour de l'appui/accompagnement des services techniques déconcentrés et de l'administration publique, le PNGT2 a fortement contribué à la dynamisation de la concertation au niveau provincial et régional par le financement régulier de sessions CCR et CCP.

Selon les acteurs et animateurs de ces différents cadres, la concertation avec l'appui du Programme a connu des succès au nombre desquels :

- la dynamisation des Cadres de concertation régionaux (CCR) et provinciaux (CCP)/tenue régulière des sessions ;
- la disponibilité des financements ;
- l'effet d'entraînement chez d'autres partenaires qui financent dorénavant les cadres ;
- l'harmonisation des différentes interventions à travers la concertation ;



- la contribution à la résolution de certaines difficultés telles que les lourdeurs administratives relevées dans la chaîne de la dépense publique.

Toujours selon les acteurs, les effets induits par ces forces et succès sont perceptibles dans le fait qu'ils ont permis d'opérer des changements et des réflexes auprès des acteurs de l'administration et des partenaires techniques et financiers dont les plus visibles sont :

- le développement de la culture de la concertation;
- le financement assuré des deux sessions ordinaires annuels des CCR et CCP;
- la prise de conscience de l'importance des cadres pour la promotion du développement rural décentralisé.

Nonobstant ces succès et effets, les acteurs ont relevé le fait que la concertation a été confrontée à certains défis, à savoir :

- la faiblesse des enveloppes allouées au financement de la concertation;
- l'harmonisation recherchée n'a pas été totalement atteinte;
- la limitation du financement du PNGT 2 à 2 sessions;
- la faible productivité de certains cadres (les problèmes ne sont pas débattus en profondeur);
- la non opérationnalisation (léthargie) des commissions spécialisées au niveau des CCR et CCP;
- le non financement des sessions des cadres par le budget de l'Etat;
- le faible suivi de la mise en œuvre des recommandations et des résolutions (absence d'un dispositif) issues des sessions des cadres.

Dans le but de relever ces défis, et les suggestions suivantes ont été faites par les bénéficiaires et acteurs des cadres de concertation :

- augmenter les enveloppes allouées au financement des sessions des cadres (CCR et CCP) et pour l'assistance technique;
- financer les sessions des cadres de concertation communales (CCCo);
- proposer un mécanisme de financement pérenne (durable) des sessions des cadres.

Globalement, selon les acteurs, la concertation a fortement contribué à l'atteinte des objectifs du PNGT2, car ayant permis de lever certains obstacles rencontrés par les bénéficiaires directs (Conseils municipaux et régionaux, CVD, CVGT) dans la mise en œuvre du développement rural décentralisé.

- **Réforme du régime foncier en milieu rural**

L'ensemble des acteurs et bénéficiaires apprécie très positivement la contribution du PNGT2 à l'élaboration de la politique nationale de sécurisation foncière en milieu rural et son appui à la production et diffusion des outils de sécurisation foncière.

En termes de forces et de succès ils ont mentionné :

- l'appui à l'opérationnalisation de organes prévues par la loi 034 relatif au foncier rural, notamment l'appui au fonctionnement de 50 SFR et la mise en place des CFV/CCFV ;



- la formation et équipement des CFV/CCFV ;
- le sectionnement cadastral du domaine communal dans 50 communes;
- l'appui à l'élaboration de mémorandum pour la sécurisation des sites d'investissements ;
- l'accompagnement de 10 communes rurales dans la délivrance des APFR.

Au titre des insuffisances constatées dans la mise en œuvre de la « composante application régime foncier rurale et règlement des grèves, les acteurs ont relevé :

- la non prise en compte de l'ensemble des communes dans la mise en œuvre des actions de sécurisation foncière par le Programme ;
- le non achèvement des activités de sécurisation foncière du fait du retard accusé dans le démarrage des activités de la composante à cause de de l'insurrection populaire de 2014.

Malgré ces insuffisances, les acteurs estiment que la composante a produit des effets dont les plus perceptibles sont entre autres :

- la prise de conscience accrue des producteurs pour la sécurisation de leurs exploitations ;
- la sécurisation par la délivrance d'APFR à des personnes vulnérables dans 10 communes rurales.

Globalement, les acteurs estiment qu'au regard de la non mise en œuvre de l'ensemble des activités et de leur ampleur dans le cadre de la sécurisation optimum des terres en milieu rural, que les objectifs de la composante malgré leur pertinence dans l'atteinte de l'objectif de développement du Programme, ne sont pas entièrement atteints.

Pour permettre à de futurs projets et programmes de relever les défis restant dans le cadre du foncier rural, les acteurs suggèrent ce qui suit :

- poursuivre les actions d'information/ sensibilisation des communautés rurales sur la politique et la loi sur la sécurisation foncière en milieu rural
- poursuivre l'appui à la mise en place les Commissions foncières villageoises dans toutes les communes ;
- multiplier et vulgariser tous les textes sur la politique et la loi ;
- doter les communes en matériel et moyens humains et logistiques pour le fonctionnement des SFR ;
- poursuivre les activités de sectionnement au profit des communes ;
- appuyer les communes rurales pour l'élaboration des Plans d'Occupation des Sols (POS) en prélude à la délivrance des APFR durables;
- diffuser les textes fondamentaux de base en langue nationale ;
- identifier et impliquer les propriétaires terriens dans toutes les activités de sécurisation foncière dans les villages ;
- mettre en place un échéancier de mise en œuvre de la politique avec une évaluation à chaque étape.

- **Gestion Durable de Terres et des Forêt (GDTF)**

Au titre de cette composante, les acteurs et bénéficiaires ont reconnu la pertinence de l'idée de soutenir la restauration et la protection des ressources naturelles, dans un contexte exacerbé par l'expansion agricole.

Ils ont par conséquent relevés des succès et forces enregistrés par le Programme dans ce sens. Ce sont :

- l'élaboration et la mise en œuvre de 04 Plans de Gestion intégrée des écosystèmes ;



- la mise à disposition des communes d'une expertise par le truchement de protocoles tripartites dans le domaine de la Gestion des Ressources Naturelles (GRN), notamment l'accompagnement rapproché de 21 communes par des Association/ONG dans le cadre du fonds FEM ;
- les expériences novatrices dans le domaine de la gestion des forêts par la valorisation des PFNL à travers la création d'activités génératrices de revenus (apiculture, transformation des PFNL) ;
- la sécurisation d'espaces de conservations (bois sacrés, forêts communales, mise en défens et zones de pâtures) par la matérialisation, le bornage, le balisage et les panneaux de signalisation ;
- la construction de 40 boutiques PFNL pour promouvoir la micro entreprise rurale dans le domaine des PFNL ;
- la mise en place et le fonctionnement de deux unités de transformation de PFNL ;
- la gestion durable des terres par l'appui aux communautés pour la réalisation de cordons pierreux, de fosses fumières et de reboisements, l'aménagement de bas-fonds et de périmètres maraichers.
- le renforcement de l'éducation environnementale dans les écoles.

Les effets induits par ces succès ont été selon les bénéficiaires :

- la prise de délibération par la commune de Kompienga sur l'annulation de la vente des portions d'une forêt sous l'action conjuguée des chefs coutumiers, les services techniques, l'ONG Tiipaalga, la commune de Laye et le PNGT2 ;
- l'accroissement des revenus du Ranch de Nazinga et l'amélioration de la surveillance ;
- l'étiquetage de certaines espèces végétales dans la forêt communale de Po pour les besoins de l'éducation environnementale (herbiers) ;
- la prise de conscience des autorités coutumières sur la nécessité de préserver les reliques forestières : (cas précis des chefs coutumiers qui sur initiative personnelle ont décidé de créer 2 forêts villageoises à Barma (89ha) et Sao (20ha) et Songo 2 (15,5 ha).

Toutefois, en dépit des effets constatés, les acteurs et bénéficiaires ont soulevé certaines insuffisances relevées dans la mise en œuvre de la GDTF et spécifiques aux collectivités territoriales, à savoir :

- l'occupation anarchique et importante des berges des cours d'eau avec pour conséquence l'accélération de leur assemblage ;
- le bradage des terres qui compromet la sécurité et les créations de nouveaux espaces de conservation ;
- l'insuffisance de concertation entre les intervenants pour une meilleure atteinte des résultats (cas précis de la ZOVIC de Guiaro) ;
- la défaillance de certains prestataires recrutés pour la mise en œuvre de la GDTF.

Selon les acteurs, la gestion durable des terres et des forêts a été en phase avec les objectifs de développement du PNGT2 dont l'un des défis était l'amélioration durable de la capacité productive des ressources rurales (naturelle, physique, humaine financière).

- **Perception des bénéficiaires sur l'atteinte de l'objectif de développement du PNGT2-3**

En rappel, la théorie des changements attendus du PNGT2-3 qui est par ailleurs en phase avec celui du Programme (PNGT2) pour l'hypothèse de base en vue de réaliser le résultat central lié à l'objectif de développement était que :

SI :



- les capacités des acteurs chargés d'implémenter le développement rural décentralisé sont renforcées, à travers la formation des acteurs, l'appui à la planification, la concertation et la communication entre les acteurs pour rendre les communes rurales, les structures décentralisées et les parties prenantes aptes à élaborer, mettre en œuvre et suivre des plans locaux de développement appropriés ;
- les acteurs ruraux jouissent d'une sécurisation foncière grâce à l'application du régime foncier rural à travers l'accompagnement des collectivités territoriales à la mise en place des structures locales de gestion foncière, la réalisation d'opérations cadastrales et l'appui à la réalisation des opérations de sécurisation foncière, pour favoriser la gestion durable des ressources naturelles, notamment les terres et les forêts, ainsi que la promotion de l'investissement pour accroître la production agro-sylvo-pastorale ;
- des investissements adéquats sont réalisés pour l'accroissement de l'offre en infrastructures sociales et économiques, qui améliorent subséquemment l'accès aux services sociaux de base, aux terres plus propices à la production, à un environnement adéquat d'échanges commerciaux en valorisant les infrastructures marchandes mises en place à travers le financement du développement local et l'appui-accompagnement aux collectivités territoriales;
- les terres et les forêts sont gérées durablement à travers la réalisation d'aménagements, l'élaboration et la mise en œuvre de plans d'aménagement et de conventions locales de valorisation pérenne du capital naturel ;
- les ressources du projet sont gérées de manière efficace et efficiente, grâce à une coordination et un pilotage adéquats qui s'appuient sur un système de suivi et d'évaluation axé sur les résultats;
- les communautés locales et les structures décentralisées seront capables de mettre en œuvre des plans locaux de développement qui permettront la gestion durable des terres et des ressources naturelles ainsi que la réalisation d'investissements rentables au niveau des communes rurales.

De l'analyse des acteurs de cette théorie, le fait que le projet ait fortement contribué à renforcer leurs capacités dans le cadre de l'exercice de la maîtrise d'ouvrage locale, qu'il ait d'abord contribué à la prise de conscience accrue des producteurs pour la sécurisation de leurs exploitations, qu'il ait ensuite suscité une prise de conscience des autorités coutumières et des populations sur la nécessité de préserver les reliques forestières, qu'il ait enfin permis d'améliorer les recettes propres des collectivités territoriales par la réalisation de projets structurants, alors l'objectif de développement du PNGT-2 qui était de : Contribuer à l'amélioration durable de la capacité productive des ressources rurales (naturelle, physique, humaine financière) et l'émergence d'une économie locale plus dynamique à travers des communautés rurales habilitées et menant leur propre processus de développement local »est globalement atteint.

CONCLUSION

L'atelier national sur la perception des bénéficiaires sur la mise en œuvre de la troisième phase du PNGT2, a constitué un moment fort pour faire une analyse du bilan du partenariat PNGT2-bénéficiaires. L'outil utilisé dans le cadre de l'animation de l'atelier a permis de recueillir la perception des bénéficiaires et des suggestions pour l'avenir :

Par rapport au renforcement des capacités, les bénéficiaires ont apprécié la pluralité et la pertinence des thèmes abordés durant les formations mais déplorent la non traduction en langue de certains modules.

Au niveau du Financement des Investissements du Développement local, tout en saluant les subventions



accordées aux Collectivités territoriales, les bénéficiaires et acteurs ont surtout déploré leurs insuffisances pour la réalisation des projets structurants.

Pour ce qui est de la concertation, les acteurs, tout en reconnaissant son importance, souhaitent son renforcement grâce à un appui accru et régulier. En outre, les subventions allouées pour la tenue des sessions sont estimées insuffisantes.

En lien avec la réforme du régime foncier rural, tout en appréciant les efforts du PNGT2 dans l'appui à la mise en place des SFR, CFV et CCFV et leurs équipements, les bénéficiaires déplorent sa faible implémentation au profit d'un nombre plus important de communes.

Dans le domaine de la gestion durable des terres et des forêts, les acteurs et bénéficiaires ont reconnu la pertinence de l'idée de soutenir la restauration et la protection des ressources naturelles, dans un contexte exacerbé par l'expansion agricole. Toutefois, ils déplorent la défaillance de certains prestataires recrutés pour la mise en œuvre de la GDTF.

En somme, les bénéficiaires ont une perception positive de la mise en œuvre du PNGT2 même si certains défis restent à relever.

ANNEXE 8.1 : DETAILS DES RESULTATS DES TRAVAUX DES FOCUS GROUP

FOCUS GROUP : Conseillers municipaux et Conseils régionaux

• **RENFORCEMENT DES CAPACITES**

Conseil municipal et régional comme porte d'entrée

| FORCES/SUCCES | INSUFFISANCES |
|---|---|
| <ul style="list-style-type: none"> - CM et CR promoteurs du développement local ; - Développement local en cohérence avec la territorialisation ; - Vision communale et régionale du développement ; - Consensus dans la répartition des projets(PCD/PRD) ; - Appropriation effective et rapide des micro-projets. | <ul style="list-style-type: none"> - L'insécurité grandissante (Sahel, Nord, Est) troubles socio politiques ; - Conflits au sein de certains CM et CR ; - Faiblesse des réalisations (nombre) de projets structurants par les Conseils régionaux ; |
| FAITS AVERES | LECONS APPRISES |
| <ul style="list-style-type: none"> - Elaboration et mise en œuvre des activités des PCD et des PRD - Réalisation de projets structurants ; - Amélioration de recettes propres des CT - Effectivité de l'exercice de la maîtrise d'ouvrage par les CM et CR dans le cadre du PNGT2. | |
| SUGGESTIONS | |
| Utiliser toujours le CM comme porte d'entrée des projets et programmes | |

PCD, élaboration et mise en œuvre

| FORCES/SUCCES | INSUFFISANCES |
|--|---|
| <ul style="list-style-type: none"> - PNGT2 comme principal partenaire financier et technique pour l'élaboration ou l'actualisation des PCD ; - Appui à l'élaboration des PCD ; | <ul style="list-style-type: none"> - Insuffisance de ressources pour l'actualisation des PCD ; - Non Arrimage des PCD et des PRD au PNDES ; |



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|--|----------------------|
| <ul style="list-style-type: none"> - Appui à l'élaboration et à l'actualisation des PCD ; - Appui à l'élaboration du GPL ; - Contribution à l'élaboration des PRD (formations des Elus locaux) - La prise en compte du genre et des thèmes émergents dans le développement des collectivités lors de l'élaboration des PCD | |
| FAITS AVERES | LEÇONS APPRIS |
| <ul style="list-style-type: none"> - Absence de ressources financière présentement pour l'élaboration et l'actualisation des PCD, suite à sa non prise en compte par le financement du PNGT2-3 | |
| SUGGESTIONS | |
| <ul style="list-style-type: none"> - Actualiser les PCD par le conseil municipal avec l'appui des personnes ressources sous la supervision des DREP ; - Appuyer l'élaboration de PCD et PRD en cohérence avec la territorialisation et le développement des localités. | |

Formations

| FORCES/SUCCES | INSUFFISANCES |
|---|---|
| <ul style="list-style-type: none"> - Approche participative (prise en compte des besoins en renforcement des capacités) ; - Prise en compte de l'ensemble des acteurs des CT sans distinction de bord politique (cohésion au sein des CT grâce aux acquis des formations du PNGT) ; - Formation des acteurs communaux et régionaux et services techniques sur les procédures de passation des marchés - Diversités des thématiques développées par le PNGT2 ; - Le PNGT en appui conseil des conseils des collectivités territoriales (coaching par les URC) ; - PNGT2 comme école et cadre d'apprentissage des nouveaux élus dans la maîtrise d'ouvrage locale ; - La pertinence des thèmes de formation (thèmes en phase avec les besoins de formations) ; - La proximité de l'équipe PNGT pour le renforcement des capacités (préparation et animation des sessions de formations) ; - Mise en place et fonctionnalité des de ccco (amélioration de la communication au sein des CT). | <ul style="list-style-type: none"> - La non traduction des modules en langues locales (supports de formations) ; - Insuffisance de temps consacrés à certaines formations ; - L'insuffisance des sessions de recyclages ; - Formation exclusive dans le domaine institutionnel. |
| FAITS AVERES | LEÇONS APPRIS |
| <ul style="list-style-type: none"> - Maitrise des rôles et responsabilités des élus locaux (meilleure gestion des CT, réduction des conflits au sein des CM) ; - Renforcement de la collaboration entre CM et ST (formation en passation des marchés) ; | <ul style="list-style-type: none"> - Le renforcement des capacités de manière permanente et la mise à disposition des modules de formation élaborés par les partenaires au développement permet aux conseils des collectivités et l'administration communale de |



| | |
|---|--|
| <ul style="list-style-type: none"> - Une meilleure maîtrise d’ouvrage par les CT ; - Reddition des comptes (espaces de dialogues) L’appropriation du devoir de rédevabilité ; - Meilleure mobilisation des recettes fiscales (Mise en application des acquis de la formation sur le civisme fiscal et la mobilisation des ressources) ; - Clarification des rôles des acteurs à travers les formations ; - On était assis, on nous a appris à marcher, on veut qu’on nous aide à courir avec le PNGT (prochaines phase) ; - Plus de cohésion au sein des conseils municipaux ; - PNGT2 Ambassadeur de paix (contribuer à la mise en place des organes de gestions foncières ; - La plupart des entraves en lien avec la maîtrise d’ouvrage locale a été levée grâce à l’accompagnement du PNGT (maîtrise des rôles) ; - Capacité à monter des projets et à mobiliser les ressources par les communes ; - Amélioration du capital humain dans le cadre de la décentralisation et le DL ; | <p>mieux gérer les affaires locales, construire et atteindre une maturité et une aisance dans la gestion de leurs affaires.</p> <ul style="list-style-type: none"> - Le PNGT2 a fait confiance aux CT à contrario de l’Etat qui tarde à transférer les ressources, parce qu’il a pris le soin de renforcer leurs capacités concomitamment à leurs responsabilisation dans la MOP. |
| SUGGESTIONS | |
| <ul style="list-style-type: none"> - Poursuivre le renforcement des capacités des CT - Prévoir dans le budget des collectivités le financement des sessions de formation | |

● **MISE EN ŒUVRE DU FDL**

| SUCCES/ FORCES | FAIBLESSES |
|---|---|
| <ul style="list-style-type: none"> - Démarche concertée pour prendre en compte les besoins réels de la commune ; - Financement connu à l’avance par les CT ; - Mise à disposition d’une liste de projet inéligible (outil d’orientation) ; - Disponibilité d’un référentiel pour le choix des MP (PCD) ; - Réalisation de projets structurants (infrastructures marchandes), Augmentation des recettes communales) ; - Suivi de proximité assurée par les URC dans la mise en œuvre des marchés des CT ; - Transparence dans la gestion des fonds ; - Sécurisation des populations à travers certaines réalisations (gare routière Bondokuy) ; - Meilleure participation, transparence, traçabilité du financement du PNGT2 ; - Souplesses dans l’affectation des ressources du FIDL ; - Cofinancement des MP ; - Le réflexe d’avoir recourt au suivi-contrôle des travaux au niveau des CT ; | <ul style="list-style-type: none"> - La restriction du domaine d’intervention (l’éligibilité) ; - Le non transfert des fonds dès le démarrage des travaux ; - La non mise à disposition de façon systématique des reliquats de fonds - La faiblesse de la base de données RGPH 2006 (déphasage entre les données démographiques disponibles et la leurs taille réelle en terme de population) pour octroyer les subventions aux CT ; - Les procédures et lourdeurs liées à la passation des marchés ; - Faiblesse de la subvention ; - Absence de garantie de financement pluriannuel. |



| SUCCES/ FORCES | FAIBLESSES |
|---|---|
| <ul style="list-style-type: none"> - L'implication des CVD et les CM dans le suivi évaluation des réalisations ; - L'appropriation des réalisations par les bénéficiaires du fait de leurs implications dans le suivi : acquis des formations du PNGT2 ; - Instauration d'une culture de suivi (rédevabilité) ; - Le suivi des réalisations par les URC ; - Transfert des compétences aux agents de la mairie pour le suivi par les équipes PNGT - Bonne qualité des infrastructures ; - L'implication des ST (protocoles entre PNGT et ST) pour le suivi qualité des ouvrages ; - Visibilité des réalisations du PNGT (PLAQUES) ; - L'élaboration de chartes foncières dans le cadre de SES des MP ; - Implication du PNGT dans le choix des sites pour la réalisation des MP (négociation, accompagnement pour la prise en compte des mesures de SES) | |
| FAITS AVERES | LECONS APPRISES |
| <ul style="list-style-type: none"> - Contribution des boutiques de rue de Matiacoali à près de 2 100 000 par an sur une recette propre annuelle de 20 000 000 (près de 10%) de recettes mobilisées ; - Contribution des boutiques de rue et des auberges de la commune de Ouou à près de 3 600 000 FCFA par an ; - 840 000 par an pour KOPER (7%) des recettes propres sur la base des boutiques ; - Renforcement de la Capacité de résilience (nouvelles activités économiques qui se développent autour des boutiques) ; - Contribution des boutiques de rue et le marché à bétail de la commune de Yalgo à près de 4 040 000 FCFA par an | <ul style="list-style-type: none"> - Au regard du coût élevé de la réalisation des projets structurants mettre en place un mécanisme de financement pluriannuel du FIDL. |

FOCUS GROUP : représentants des Cadres de Concertation régionale (CCR) (Gouverneurs, Services techniques)

• **CONCERTATION**

| Thème | Questions | Réponses |
|----------------------------------|---|--|
| Thème 1: Concertation | 1. Qu'est-ce que le PNGT a fait en matière de concertation? | Le PNGT 2 a permis: <ul style="list-style-type: none"> ▪ la tenue régulière des sessions des Cadres de concertation régionaux (CCR) et provinciaux (CCP); ▪ l'animation de la concertation sectorielle (gestion foncière); |



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| | | <ul style="list-style-type: none"> ▪ l'assistance technique pour l'animation des sessions des CCR et CCP par la signature de protocoles d'accord avec les Directions régionales de l'économie et de la planification (DREP) ; ▪ l'amélioration de la collaboration entre les STD et les CT. |
| | 2. Pourquoi le PNGT a décidé d'appuyer la concertation | <ul style="list-style-type: none"> ▪ Favoriser la participation de la population (bénéficiaires) à la base aux actions de développement ; ▪ renforcer de la synergie entre intervenants; ▪ Harmoniser les différentes interventions ; ▪ Permettre la prise en compte des besoins réels des populations ▪ identifier les difficultés rencontrées et proposer les solutions pour promouvoir le développement à la bas; ▪ permettre aux acteurs de se rencontrer pour échanger sur les questions de développement; ▪ affirmer l'importance de ces cadres pour permettre aux intervenants d'atteindre les objectifs de développement |

| Thème | Questions | Réponses |
|----------------------------|---|---|
| Thème: Concertation | 3. Quels sont les succès (faits) en matière de concertation | <ul style="list-style-type: none"> ▪ Dynamisation des Cadres de concertation régionaux (CCR) et provinciaux (CCP)/tenue régulière des sessions ; ▪ disponibilité des financements ▪ effets d'entraînement chez d'autres partenaires qui financent les cadres ▪ harmonisation des différentes interventions à travers la concertation. |
| | 4. Quels sont les échecs (insuffisances) en matière de concertation | <ul style="list-style-type: none"> ▪ Faiblesse des enveloppes allouées au financement de la concertation; ▪ harmonisation recherchée n'a pas été totalement atteinte; ▪ limitation du financement du PNGT 2 à 2 sessions; ▪ faible productivité de certains cadres (les problèmes ne sont pas débattus en profondeur); ▪ non opérationnalisation (léthargie) des commissions spécialisées au niveau des CCR et CCP; ▪ non financement des sessions des cadres par le budget de l'Etat; ▪ faible suivi de la mise en œuvre des recommandations et des résolutions (absence d'un dispositif) issues des sessions des cadres. |

| Thème | Questions | Réponses |
|------------------------------|---|--|
| Thème 1: Concertation | 5. Qu'est-ce que le PNGT laisse derrière lui aujourd'hui? | <ul style="list-style-type: none"> ▪ Culture de la concertation ; ▪ financement assuré des deux sessions ordinaires annuels des CCR et CCP; ▪ importance des cadres pour la promotion du développement rural décentralisé |



| | | |
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| | 6. S'il fallait le refaire, comment le faire? | <ul style="list-style-type: none"> ▪ Augmenter les enveloppes allouées au financement des sessions des cadres (CCR et CCP) et pour l'assistance technique ; ▪ financer les sessions des Cadres de concertation communaux (CCCo); ▪ proposer un mécanisme de financement pérenne (durable) des sessions des cadres. |
| | 7. Qu'est ce qui se serait passé si le PNGT n'avait pas contribué? | <ul style="list-style-type: none"> ▪ Fonctionnement timide des cadres de concertation lié aux difficultés de mobilisation des ressources financières. |

• **MISE EN ŒUVRE DU FDL**

| Thème | Questions | Réponses |
|--|--|---|
| Thème 2: Financement des investissements du développement local | 1. Qu'est ce que le PNGT a fait en matière de financement du développement? | <ul style="list-style-type: none"> ▪ Contribution substantielle du PNGT à la réalisation d'infrastructures socio-économiques (santé, éducation, AEP, etc.) |
| | 2. Pourquoi le PNGT a décidé d'appuyer le financement des investissements du développement? | <ul style="list-style-type: none"> ▪ Accompagnement de l'Etat dans la promotion du développement local à travers les ▪ améliorer la qualité de vie des populations ▪ Pour pallier la faiblesse des |
| | 3. Quels sont les succès (insuffisances) en matière de financement des investissements du développement? | <ul style="list-style-type: none"> ▪ Amélioration des recettes fiscales au niveau des communes ▪ promotion de la gestion des ressources naturelles ▪ disponibilité des infrastructures sociales de base (écoles, centres de santé, forage, etc.) |

| Thème | Questions | Réponses |
|--|--|--|
| Thème 2: Financement des investissements du développement local (Local) | 4. Quels sont les échecs (insuffisances) en matière de financement des investissements du développement? | <ul style="list-style-type: none"> ▪ Procédures de paiement lentes; ▪ Difficultés d'absorption des budgets par les CT ▪ Faiblesses des enveloppes allouées à certains CT |
| | 5. Qu'est-ce que le PNGT laisse derrière lui aujourd'hui? | <ul style="list-style-type: none"> ▪ Amélioration des conditions de vie des populations à travers d'importantes réalisations (santé, éducation, AEP, etc.) |
| | 6. S'il fallait le refaire, comment le faire? | <ul style="list-style-type: none"> ▪ Impliquer davantage les services techniques au moment de la programmation des actions des collectivités territoriales ; ▪ former les acteurs en techniques de vérification pour leur permettre de bien monter les contrats. |



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| | 7. Qu'est ce qui se serait passé si le PNGT n'avait pas contribué? | <ul style="list-style-type: none"> ▪ Investissements basés uniquement sur les ressources affectées ▪ Insuffisance de réalisations dans les domaines socio-économiques (santé, éducation, AEP, boutiques de rue, etc.) |
|--|--|---|

❖ REFORME DU REGIME FONCIER RURAL

| Thème | Questions | Réponses |
|---|---|--|
| Thème 3: Réforme du régime foncier rural | 1. Qu'est ce que le PNGT a fait en matière de sécurisation foncière? | <ul style="list-style-type: none"> ▪ Vulgarisation de la législation foncière (PNSFMR et loi 034 portant régime foncier rural ▪ mise en place des CFV et des CCFV ▪ appui au fonctionnement des SFR (équipement) ▪ appui à l'élaboration de chartes foncières locales. |
| | 2. Pourquoi le PNGT a décidé d'appuyer le programme de sécurisation foncière? | <ul style="list-style-type: none"> ▪ Promotion de la gestion des terroirs et des actions de CES/DRS, aménagements de bas-fonds, protection des berges, etc. |
| | 3. Quels sont les succès en matière de sécurisation foncière | <ul style="list-style-type: none"> ▪ Mise en place des CFV et des CCFV ▪ appui au fonctionnement des SFR (équipement, etc.) ▪ appui à l'élaboration de chartes foncières |
| | 4. Insuffisances | <ul style="list-style-type: none"> ▪ Toutes les CT n'ont pas été couvertes par les actions de sécurisation foncière; ▪ faible affirmation du rôle des CT en matière de maîtrise d'ouvrage relativement aux aménagements réalisés. |

| Thème | Questions | Réponses |
|---|--|---|
| Thème 3: Réforme du régime foncier rural | 5. Qu'est-ce que le PNGT laisse derrière lui aujourd'hui? | <ul style="list-style-type: none"> ▪ Contribution à l'élaboration des textes; ▪ contribution à la limitation des conflits fonciers. |
| | 6. S'il fallait le refaire, comment le faire? | <ul style="list-style-type: none"> ▪ Former les acteurs à l'utilisation des outils de sauvegarde environnemental et social ▪ apporter un appui (financier et matériel) pour un meilleur fonctionnement des SFR. |
| | 7. Qu'est ce qui se serait passé si le PNGT n'avait pas contribué? | <ul style="list-style-type: none"> ▪ Le secteur allait mettre plus de temps pour être structuré. ▪ recrudescence des conflits fonciers. |

**Focus group : Partenaires dans le domaine de la Gestion Durable de Terres et des Forêt (GDTF) et conseillers municipaux****❖ GESTION DURABLE DES TERRES ET DES FORÊTS**

| SUCCEES/ FORCES | FAIBLESSES |
|---|---|
| <ul style="list-style-type: none"> - Prise de conscience des bénéficiaires pour la sauvegarde des Ressources Naturelle, - Existence de plan simplifié d'aménagement des forêts villageoises - création des zones de pâture - création Arborétum - création Forêt villageoise - création Protection des berges du barrage - Sauvegarde de la zone - Protection de bois sacrés - Accompagnement rapproché et efficace des Association/ONG a permis de créer d'autres activités (apiculture, transformation des PFNL) au-delà de la création des forêts - matérialisation de certaines zones créées par le bornage, le balisage et les panneaux de signalisation - Renforcement de l'éducation environnementale (forêt communale) - construction de 40 boutiques pour la commercialisation des PFNL (Biéha) - Travailler sur le terrain sur la base des besoins exprimé par les bénéficiaires ; - Clarification des rôles des trois partenaires ; - Facilitation des décaissements, mise à la disposition des ressources ; - services techniques pour assurer le suivi qualité ; - meilleure implication des acteurs dans le processus de réalisation des actions ; - Le PNGT2 a permis à certaines associations d'intervenir à grande échelle et renforcer leurs capacités ; - Pérennisation des actions - Partenariat avec les services techniques permet l'exécution efficaces des actions ; - capitalisation par les services techniques | <ul style="list-style-type: none"> - occupation importante des terres et les cours d'eau ensablés ; - vente des terres qui compromettrait la création ; - Insuffisance de concertation entre les intervenants pour une meilleure atteinte des résultats (ZOVIC de Guiaro qui ne sont pas très efficaces). - Défaillance de certains prestataires (ONG). |
| FAITS AVERES | LEÇONS APPRISSES |
| <ul style="list-style-type: none"> - Prise de délibération de ne pas donner les terres le long des grandes voies (Kompienga) <p>Annulation de la vente des portions de la forêt sous l'action conjuguée des chefs coutumiers, les services techniques, Tiipaalga, la commune de Laye et le PNGT2</p> <ul style="list-style-type: none"> - accroissement des revenus du Ranch de Nazinga ; | <ul style="list-style-type: none"> - l'intervention du PNGT2 a pu sauvegarder les ressources parce que la pression foncière était très forte ; - Classement des forêts (délibération en conseil municipal, arrêté de classement, constitution du dossier de classement, publication du projet de classement, soumission du projet au ministère de l'environnement, signature arrêté de classement |



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| <p>- l'amélioration de la surveillance</p> <p>A Po dans la forêt communal quelques arbresa été étiquetés pour l'éducation environnementale (herbiers des élèves)</p> <p>- les chefs traditionnels ont décidé de créer 2 forêts villageoises à Barma (89ha) et Sao(20)</p> <p>- les chefs traditionnels de Songo2 ont créé une forêt de 15,5 ha</p> | <p>par délibération du conseil des ministres.) en vue de leurs immatriculations. Ceci permet leur enregistrement dans les droits acquis.</p> <ul style="list-style-type: none"> - poursuite de la valorisation et la surveillance des ressources des forêts villageoises pour leur pérennisation - plus de concertation entre les acteurs pour une meilleure consolidation des acquis - responsabilisation totale des services techniques jusqu'à la gestion des ressources - impliquer fortement le maître d'ouvrage dans le processus de sélection des prestataires dans les protocoles tripartites (Commune, ONG/ASSO, PNGT2 |
|--|---|

❖ REGIME FONCIER RURAL

| SUCCES/ FORCES | FAIBLESSES |
|---|---|
| <ul style="list-style-type: none"> - Contribution à l'élaboration de la politique nationale de sécurisation foncière en milieu rurale - Contribution à l'élaboration de la de la loi 034 relatif au foncier rural et ses premiers décrets d'application ; - Production et diffusion des outils de sécurisation foncière ; - Opérationnalisation des SFR ; - mise en place des CFV/CCFV ; - Formation et équipement des CFV/CCFV ; - le sectionnement cadastral du domaine communal ; - Production de mémorandum pour la sécurisation des investissements ; - Accompagnement de 10 CR dans la délivrance des APFR ; - Prise de conscience accrue des producteurs pour la sécurisation de leurs exploitations. - Délivrance d'APFR aux femmes de Douna | <ul style="list-style-type: none"> - la sécurisation foncière totale reste à parachever ; - le retard accusé dans le démarrage à cause de l'instabilité politique de 2014 |

ANNEXE 8.2 : LISTE DES PARTICIPANTS

**DEUXIEME PROGRAMME NATIONAL
DE GESTION DES TERRORS
PNGT2-3**

Liste de présence des participants à l'atelier sur la perception des bénéficiaires
Ouagadougou, le 13 décembre 2018

| N° | NOM ET PRENOM (S) | STUCTURE | ADRESSE TEL. E-MAIL |
|----|------------------------|--|-------------------------------------|
| 1 | PACERE Salfo | Direction Régionale des Infrastructures de l'Est | 72.91.33.04/pacereramadan@gmail.com |
| 2 | BAZIE Mireille Bertran | Trésorerie Régionale du Sahel | 70.70.65.81 |



| N° | NOM ET PRENOM (S) | STUCTURE | ADRESSE TEL. E-MAIL |
|----|--------------------------------|---|--|
| 3 | TRAORE Issa | Direction Régionale de l'Eau et de l'Assainissement CSA | 78.30.60.75/ dounouhamba@yahoo.fr |
| 4 | SANKARA Yaya | DREP/HBS | 70.82.15.41/sankay7@gmail.com |
| 5 | IDO Boubié Jean | DREP/Nord | 71.65.47.11/jeanidobi@yahoo.fr |
| 6 | LOMPO Paripougwni | PCR/Est | 70.28.59.14/lompari@yahoo.fr |
| 7 | SAWADOGO Olivier | Personne ressource | 70.20.44.51 |
| 8 | BOUBOUCAR Hamidou | 1 ^{er} Adjoint Maire de Tankougounadio | 72.25.51.37 |
| 9 | KOUANDA Mohamadi | SOS Sahel International | 70.34.70.80/kouanda577@gmail.com |
| 10 | SAMANDOULOUGOU P. Hyacinthe B. | DEPEA –Kossi | 70.06.34.96/bsamadoulougou@yahoo.fr |
| 11 | KABORE Mahamadou | DREP/CES | 70.04.75.19/kabormb@yahoo.fr |
| 12 | OUEDRAOGO KayabaSidiki | DPAAH-SNM | 70.73.87.89/sidikiouedraogo1@yahoo.fr |
| 13 | SABDANO Pamani | Mairie Kompienga | 78.41.08.01/73.78.20.22 |
| 14 | TINYAR Sinidah | DRUH-CSD | 71.29.64.07/tinyardah@yahoo.fr |
| 15 | WAALE SOME Roland | DRUH-SHL | 70.00.87.65/waalesome@yahoo.fr |
| 16 | COMPAORE Barré | Mairie/Guiba | 70.43.09.49/sitheo-sanou@yahoo.fr |
| 17 | KAMBOU Koumbou Alexis | Mairie/Iolonioro | 70.26.49.88/sanfikamb@gmail.com |
| 18 | HIEN Houmito | Maire/Boussoukoula | 70.89.60.03/pouyabill@yahoo.fr |
| 19 | COMBARE D. Amidou | Maire/Matiacoali | amidou.comb@yahoo.fr |
| 20 | ZONGO/NIKIEMA W.N. Théodora | DRB/CAS | 70.26.21.86/nikwillia@yahoo.fr |
| 21 | POUYA Waogo | DRCMEF/CS | 70.62.42.85/ |
| 22 | KABORE Timbi Pascal | Maire de Soaw | 70.20.11.24/tpkabore@gmail.com |
| 23 | TAPSOBA Rémy | Gouvernorat Centre | 70.34.96.90/rmtapsoba@gmail.com |
| 24 | OUATTARA Moussa | ATTR/SERAF | 70.55.12.18/moussaouat50@yahoo.fr |
| 25 | TRAORE Touta Alain | TIIPAALGA | 70.70.61.29/alain.traore@tiipaalga.org |
| 26 | ZOURE Lucien | DREPPNF/CES | 72.67.87.10/zourelucien@yahoo.fr |
| 27 | KAMBOU SiéSalif Stephan | Personne ressource | 70.14.76.45/steph_kamb@yahoo.fr |
| 28 | GANOOU Issifou | Maire Siby/ONF BF | 70.33.86.96/issouf.ganou@gmail.com |
| 29 | HEBIE Lamoussa | OFINAP | 70.23.90.64/ lamoussa_dh@hotmail.fr |
| 30 | KIEMTORE Lassané | Maire/Tanghin-Dassouri | 70.60.20.20/lassane.kiemtore@gmail.com |
| 31 | DIPAMA Joseph | Maire/Saaba | 71.04.99.00/josephdipama16@gmail.com |
| 32 | OUEDRAOGO Ouesseni | Maire/Pibaoré | 70.20.26.59/briceouedraogo7@gmail.com |
| 33 | OUATTARA Balagassina | Maire/Ouo | 70.01.76.30/balagassina@gmail.com |
| 34 | KARA Amara | Maire/Wolokonto | 70.28.27.29/carrures@gmail.com |
| 35 | KINDA Gladys | Banque Mondiale | 70.15.04.20/gkinda@worldbank.org |
| 36 | LANKOANDE Bandiba | Mairie /Bilanga | 70.36.24.10/lankbandiba@gmail.com |
| 37 | SAWADOGO W. Florent | DP-CMEF/NAYALA | 70.05.50.30/sawflor@yahoo.fr |
| 38 | SAWADOGO Abdoulaye | DR-CMEF/HBS | 70.22.09.63/saw_ abla13@yahoo.fr |
| 39 | KIEMTORE Severin | DREP/BMH | 72.27.82.74/serverinkiemtore@yahoo. |



| N° | NOM ET PRENOM (S) | STUCTURE | ADRESSE TEL. E-MAIL |
|----|----------------------------|--|--|
| | | | fr |
| 40 | KANGANZEGA D Serge Parfait | DREP/CAS | 71.04.12.35/sergekangambega18@hotmail.fr |
| 41 | BERE Joëlle B. | DREP-PCL | 70.37.96.76/berejoelle@yahoo.fr |
| 42 | YAMEOGO Dieudonné | Unité de Gestion de Nazinga | 70.75.23.39/yam_dieu@yahoo.fr |
| 43 | TRAORE Daouda | OFINAP | 70.42.68.52/traoredaou@yahoo.fr |
| 44 | YAMEOGO Issaka | Mairie/Yalگو | 70.21.51.42/issakayameogo@gmail.com |
| 45 | KIMA/BOULOU Thérèse | CRC | theresekima@gmail.com |
| 46 | ILBOUDO Paul Taryan | Mairie/Loumbila | 70.20.05.76/paultaryam@yahoo.fr |
| 47 | SOME N. Marcellin | Mairie/Koper | 70.29.50.50/marcellinnb@gmail.com |
| 48 | AOUE Ataouegue Joël | Mairie/Tiébéle | 70.25.55.40/jaoul14@yahoo.fr |
| 49 | SANOU Kassoum | Mairie/Fo | 70.38.00.00/kassoumdang@gmail.com |
| 50 | SESSOUMA Gnazé | Mairie/N'Dorola | 70.08.44.16/gnazsessouma@yahoo.fr |
| 51 | SOME Vingno | Mairie/Koti | 70.45.80.91/levingneron1994@gmail |
| 52 | KEMA Pizème | Mairie/Soudougou | 70.31.47.62/pzemkiama@yahoo.fr |
| 53 | KAZAOUA Lassanou | Mairie/Bondoukuy | 70.18.03.42/kazaoualj@gmail.com |
| 54 | SIBA Abdoulaye | DGESS/MRAA | 72.58.62.60/sibabdoulaye72@gmail.com |
| 55 | THIOMBIANO Michel | DGESS/MAAH | 70.68.31.14/thiombiano.michel@gmail.com |
| 56 | NANEMA Parfait | SG/MAAH | 70.23.13.16/parconsult@yahoo.fr |
| 57 | SOU Edgard Sié | Gouverneur Boucle du Mouhoun | 60.74.44.24/siesou@yahoo.fr |
| 58 | ATIQU Antoine | Gouvernorat Bobo-Dioulasso | 60.74.44.74/atiou710@yahoo.com |
| 59 | SAWADOGO Hassane | Gouvernorat Ouahigouya | 60.74.44.80/sibidoua@yahoo.fr |
| 60 | OUEDRAOGO Gaoussou | Personne ressource | 70.26.09.22/gaoussou_ouedraogo@yahoo.fr |
| 61 | SAWADOGO Oumarou | SOS Sahel International (Directeur Exécutif) | 76.61.05.06/sidoumou@yahoo.fr |
| 62 | YAGO Oubdi Jonas | AMBF/Maire Guiaro | 70.00.06.96/jonasyogo@yahoo.fr |
| 63 | SANDWIDI Kayaba | Maire/Gounghin | 70.37.66.18/sk.ferdinand@yahoo.fr |
| 64 | OUEDRAOGO Moussa | ONF-BF | 70.29.14.40/mouedraogoss@yahoo.fr |
| 65 | BATHIONO/LANKOANDE NINA | DP-CMEF/GNZ | 76.60.16.53/boualami@yahoo.fr |
| 66 | BAZYOMON Jean-Marie | DPAAH/Mouhoun | 70.28.09.58/bazyomony2@yahoo.fr |
| 67 | ZONGO Jean | Conseil Régional/Centre-Sud | 70.08.52.65/jeanzongo@yahoo.fr |
| 68 | TAMBOURA Sadou Issa | Mairie/Tongomayel | 70.66.81.40 |
| 69 | DICKO Souhabou | Mairie/Diguel | 70.75.77.63 |
| 70 | OUEDRAOGO MikiuamAmadé | Mairie/Lèba | 70.24.01.44 |
| 71 | SOURA Drissa | DRCPPNF-Cascades | 70.14.13.74 |
| 72 | KOUAKOU Yao Désiré | ONG-AGED | 73.69.29.53 |
| 73 | SAWADOGO Antoine | DREA Sahel | 70.06.62.91 |
| 74 | DONO Sanata | DPEEVCC-Kourwéogo | 70.03.98.06/sanatadono@gmail.com |
| 75 | DAKUYO Pierre | DR-CMEF/Sud-Ouest | 70.25.75.64 |
| 76 | SOME A. Marcel | DR-CMEF/Cascades | 70.72.44.30 |
| 77 | CONGO Tasséré | DRUH-CO-KDG | 78.82.25.89/congo_tassere@yahoo.fr |



| N° | NOM ET PRENOM (S) | STUCTURE | ADRESSE TEL. E-MAIL |
|----|----------------------------|--------------------------|---|
| 78 | GUIRE Marcel | Mairie/ZAM | 70.16.12.12 |
| 79 | OUEDRAOGO Mohamed. B. R | DRAAH-Nord | 70.22.99.02/obewashid@gmail.com |
| 80 | PAFADNAM Abdoulaye | Mairie/Barsalagho | 70.64.15.35/pafabdoulaye@yahoo.fr |
| 81 | TALL Djibrille | Mairie/Rollo | 70.23.62.23/djibrill.tall@yahoo.fr |
| 82 | OULE Jean Marcel | DR. Agriculture Cascades | 70.28.84.39/soloule200@yahoo.fr |
| 83 | COULIBALY Souleymane | Maire/Sanaba | 70.74.14.07 |
| 84 | COULIBALY Aimé Sosthène | Maire/Bourasso | 70.33.79.26. |
| 85 | NIAMOUKARA Joséphine | Mairie/Kiembara | 70.32.56.79 |
| 86 | BATIANA Yoma | Maire/Tenado | 70.42.16.88/yostiana@gmail.com |
| 87 | SAVADOGO Sidi Mahamady | Maire/Oula | 71.23.31.13/sidimahamady.savadogo@gmail.com |
| 88 | YONII F. O. Romain | DRUH-CN (Kaya) | romainyonli@yahoo.fr |

**Liste de présence du personnel du PNGT-2 à l'atelier sur la perception des bénéficiaires
Ouagadougou, le 13 décembre 2018**

| N° D'ORDRE | NOM ET PRENOM (S) | STUCTURE | ADRESSE TEL. E-MAIL |
|---------------|----------------------------|-------------------------|---------------------------------------|
| 1 | SAWADOGO Edmond C. | PNGT2-3/HBS | 70.12.00.73/edmond_charles62@yahoo.fr |
| 2 | TRAORE Djibril | PNGT2-3/Cascades | 70.26.45.99/tdjoudj@yahoo.fr |
| 3 | IDO Koabié | PNGT2-3/Centre-Est | 70.75.39.19/idokoabie@yahoo.fr |
| 4 | GNOUMOU Nikiagnoumou | PNGT2-3/Sahel | 62.64.46.22/bansi84@yahoo.fr |
| 5 | NIKIEMA Gombila Edouard | PNGT2-3/Sud-Ouest | 70.75.21.17/gombila_nikiema@yahoo.fr |
| 6 | Sou Aimée M. Joseph | PNGT2-3/Plateau-Central | 70.25.35.78/souaimemarie@yahoo.fr |
| 7 | TONDE P. Marcel | SSE/UNC/ PNGT2-3 | 70.16.13.96/marcel.tonde@yahoo.fr |
| 8 | NASSA Suleyman | CN/UNC/ PNGT2-3 | 70.20.00.77/ nassasuley@hotmail.com |
| 9 | ZONGO Dominique | SSE/UNC/ PNGT2-3 | 70.23.03.36/zongo_dominique@yahoo.fr |
| 10 | NIKIEMA Samuel | Communicateur/ PNGT2-3 | 70.36.84.00/kiemtassam@gmail.com |
| 11 | KOURAOGO Mathieu | SAF/UNC/ PNGT2-3 | 70.25.81.51/kouraogom@yahoo.fr |
| 12 | OUEDRAOGO F. Edwige | Direction/UNC/ PNGT2-3 | 70.74.56.32 |
| 13 | KONSEIGA Assista | SAF/UNC/ PNGT2-3 | 70.61.72.47 |



ANNEX 8. SUPPORTING DOCUMENTS

- Community-based Rural Development Project Implementation Support Missions Aide Memoires (from September 2012 to July/August 2018)
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World Bank, International Development Association, International Finance Corporation, Multilateral Investment Guarantee “A Country Partnership Framework for Burkina Faso for the Period FY 18-FY23” June 5, 2018

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