



ASSESSMENT OF DEVELOPMENT RESULTS **BURKINA FASO**
EVALUATION OF UNDP CONTRIBUTION

REPORTS PUBLISHED UNDER THE ADR SERIES

| | |
|-----------------------|----------------------|
| Afghanistan | Jamaica |
| Argentina | Jordan |
| Bangladesh | Lao PDR |
| Barbados | Montenegro |
| Benin | Mozambique |
| Bhutan | Nicaragua |
| Bosnia & Herzegovina | Nigeria |
| Botswana | Peru |
| Bulgaria | Philippines |
| Burkina Faso | Rwanda |
| Chile | Serbia |
| China | Sudan |
| Colombia | Syrian Arab Republic |
| Republic of the Congo | Tajikistan |
| Ecuador | Turkey |
| Egypt | Uganda |
| Ethiopia | Ukraine |
| Guatemala | Uzbekistan |
| Honduras | Viet Nam |
| India | Yemen |

EVALUATION TEAM

| | |
|---------------------------|------------------------------------|
| Team Leader | Carrol Faubert |
| Team Members | Paule-Elise Henry Seydou Bouaré |
| Task Manager | Fabrizio Felloni |
| Research Assistant | Noha Aboueldahab |

ASSESSMENT OF DEVELOPMENT RESULTS: BURKINA FASO

Copyright © UNDP 2010, all rights reserved.
Manufactured in the United States of America.

The analysis and recommendations of this report do not necessarily reflect the views of the United Nations Development Programme, its Executive Board or the United Nations Member States. This is an independent publication by UNDP Evaluation Office.

Copy editing: Denise Doig

Design: Green Communication Design inc.

Production: Consolidated Graphics

FOREWORD

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) conducts independent country-level evaluations, Assessment of Development Results (ADR), which assess the relevance and strategic positioning of UNDP support and its contributions to a country's development. The purpose of an ADR is to contribute to organizational accountability and learning and strengthen the programming and effectiveness of UNDP. This report presents the findings and recommendations of the ADR conducted in Burkina Faso from 2002 to 2008.

Burkina Faso has been in a period of stability and social calm since 1991, which has allowed it to enter into a process of democratization and structural reforms. Set in a less than buoyant international and subregional context, the country's economic activity has remained moderately dynamic with the GDP (Gross Domestic Product) growth rate between four and seven percent over the last few years. However poverty is increasing, particularly in rural areas where it is estimated that nearly 50 percent of the population lives under the poverty line, in a country where 67 percent of people depend on agriculture and animal husbandry. The percentage of ODA (Official Development Assistance) in Burkina Faso's GDP has constantly increased since 2004, reaching 15.2 percent in 2007. This is much higher than the average of 5.1 percent for sub-Saharan Africa. More and more donors are adhering to the modality of budget support, which now represents about 29 percent of total aid, utilizing the national structures and systems for aid management.

The evaluation concludes that the UNDP programme in Burkina Faso corresponds to the national development priorities and to the institutional objectives of UNDP at the global and

regional level. UNDP demonstrated comparative strengths and significant competence in the domains of governance, notably in its support to the Parliament and decentralization process. In the domain of poverty reduction and natural resource management, particularly in the case of the multifunctional platforms and other innovative projects such as non-timber forest projects and opening up Burkina Faso's access to the world carbon market in accordance with the Kyoto Protocol, UNDP pioneer role is valued. UNDP also supported the planning capacity of national authorities, innovative initiatives undertaken by the civil society, and prevention activities for at risk categories in the fight against HIV/AIDS.

The evaluation notes that UNDP would benefit from a better concentration of its financial and human resources within its key thematic areas where its comparative strengths are recognized.

The recent decision of the Executive Board of UNDP to authorize a four-year pilot period to allow the testing of budget support has allowed the Country Office to experiment with new modalities (basket funds) stressing the importance of national ownership and harmonization. In spite of this, the rigidity and heaviness of some corporate institutional procedures of UNDP are a constraint to these efforts.

In a country context—where the Government intends to set its action in the framework of the Paris Agenda—the evaluation recommends UNDP give priority to supporting the Government in reinforcing its capacity, managing international cooperation, improving its harmonization and strengthening appropriation by national structures during the new programming cycle. The programme should adopt a principle of geographic concentration for field activities,

based on clear and transparent criteria in favour of more disadvantaged areas. This would have the advantage of maximizing opportunities to create synergies between projects, make UNDP action more visible and allow more intensive field monitoring.

The new programme should also continue to emphasize innovative projects and activities to attract additional funding for Burkina Faso. Among such interventions, the domain of climate change and a new generation of multi-functional platforms based on the principle of greener production require a boost in support. Focus on a commodity-chain approach, particularly in the case of non-timber forest products, should intensify.

A number of people contributed to the evaluation, and I would especially like to thank the evaluation team: Carrol Faubert, team leader; Paul-Elise Henry; Seydou Bouaré; Fabrizio Felloni, EO task manager; and Noha Aboueldahab, research assistant. I would also like to thank Alfred Sallia Fawundu, former Resident Representative of UNDP in Ghana, Benin and Guinea Bissau; Oumoul Khayri Ba Tall, international consultant and President of International Organisation for Cooperation in Evaluation; and Alexandra Chambel from the EO, for their comments on

a preliminary version of the report. Within the EO, Thuy Hang To, Anish Pradhan, Mohamed Imam, and Charita Bondanza merit thanks for their administrative support.

The research and preparation for the evaluation benefited from the cooperation of the staff from the UNDP Country Office in Burkina Faso, particularly Babacar Cissé, Resident Representative; Ruby Sandhu-Rojon, Country Director; and Elsa Morandat, Programme Specialist and focal point for the evaluation. I would also like to thank the UNDP Regional Bureau for Africa and the Government of Burkina Faso, representatives of the civil society and non-government organizations, representatives of donor countries and the UN country team, as well as representatives of international financial institutions for their support to the ADR process.

I hope that the conclusions and recommendations in the present report will assist in generating relevant lessons for UNDP in Burkina Faso and beyond.



Saraswathi Menon
Director, Evaluation Office

TABLE OF CONTENTS

| | |
|------------------------------------------------------------------------------|------------|
| Acronyms and Abbreviations | vii |
| Executive Summary | ix |
| 1. Introduction | 1 |
| 1.1. Objectives and Scope of the ADR | 1 |
| 1.2. Evaluation Phases | 1 |
| 1.3. Methodology | 2 |
| 1.4. Format of the Report | 3 |
| 2. Development Challenges and Strategies | 5 |
| 2.1. National Context | 5 |
| 2.2. Foreign Aid | 9 |
| 2.3. The Interventions Strategy Developed by UNDP | 11 |
| 3. UNDP Programmes: Development Results | 15 |
| 3.1. Poverty Reduction and Natural Resource Sustainable Management | 15 |
| 3.2. Support for Improving Good Governance | 23 |
| 3.3. HIV/AIDS Control | 27 |
| 3.4. United Nations System Joint Projects | 32 |
| 3.5. Taking Gender into Account | 33 |
| 3.6. Considerations Relating to Effectiveness, Sustainability and Efficiency | 34 |
| 4. Evaluation of UNDP Strategic Position | 39 |
| 4.1. The Relevance of Interventions | 39 |
| 4.2. UNDP Interventions Responsiveness | 41 |
| 4.3. Strategic Partners | 41 |
| 4.4. Image and Communication Issues | 42 |
| 5. Conclusions and Recommendations | 45 |
| 5.1. Adhering to the Principles of the Paris Declaration | 45 |
| 5.2. Strategy and Coordination Documents | 45 |
| 5.3. Targeting Interventions | 46 |
| 5.4. Innovation Activities | 47 |
| Annexes | |
| Annex I: Basic Terms of Reference of the ADR | 51 |
| Annex II: Themes and Evaluation Criteria | 59 |
| Annex III: Table of Key Questions by Interview Category | 63 |
| Annex IV: Projects and Activities Selected for In-depth Examination | 65 |
| Annex V: List of Persons Consulted | 67 |
| Annex VI: Main Documents Consulted | 73 |

ACRONYMS AND ABBREVIATIONS

| | |
|-----------|-------------------------------------------------------------------------------------------------------------------|
| ADEPAC | Project to support decentralization and citizen participation |
| ADR | Assessment of Development Results |
| AfDB | African Development Bank |
| APRM | African Peer Review Mechanism |
| ARSA | Project to improve income and food security for vulnerable groups |
| CCF | Country Cooperation Framework |
| CENI | National Independent Electoral Commission |
| CGD | Centre for Democratic Governance |
| CNLS | National AIDS Control Commission (AIDS and STI's) |
| CONEA | National Coordination for Aid Effectiveness |
| CORAB | Coalition of Burkinabe groups and networks fighting against AIDS |
| CPAP | Country Programme Action Plan |
| CPD | Country Programme Document |
| CSLS | Strategic framework for the fight against HIV/AIDS |
| DG-COOP | Department for Cooperation / Ministry for the Economy and Finance |
| ECOSOC | Economic and Social Council (United Nations) |
| ECOWAS | Economic Community of West African States |
| EO | Evaluation Office (UNDP) |
| FAO | Food and Agriculture Organization of the United Nations |
| IFAD | International Fund for Agricultural Development |
| JCSS | Joint Country Support Strategy |
| MDG | Millennium Development Goals |
| MFP | multifunctional platform |
| NEX | national execution method |
| NGO | Non-Governmental Organization |
| ODA | official development assistance |
| PAMAC | Programme to support community groups working in AIDS/HIV related fields |
| PANEA | National Action Plan for Aid Effectiveness |
| PAPAP | Project to support priority action programme forming part of the Parliament's strategic development plan |
| PAPNA | Development programme for agro-pastoral resources in the province of Namentenga |
| PGDRN | Programme for sustainable management of natural resources |
| PRC-OSC | Project to strengthen capacities of civil society organizations in Burkina Faso |
| PRESEM | Programme to strengthen the microfinance sector |
| PRGA-PNGB | Programme to strengthen administrative governance and the coordination of the national policy for good governance |

| | |
|-----------|-------------------------------------------------------------------------------------------------------------|
| PROPOLICE | Project to support the action plan for implementing local police |
| PRSP | Poverty Reduction Strategy Paper |
| RCPB | Réseau des Caisses Populaires du Burkina – <i>“Network of Burkina financial cooperatives”</i> |
| SFPR | Strategic Framework for Poverty Reduction |
| SNV | Netherlands Development Organisation |
| SP/CNLS | Permanent Secretariat of the National AIDS Control Commission |
| SP/CONEDD | Permanent Secretariat of the National Council for the Environment and Sustainable Development Commission |
| STELA | Technical Secretariat for Aid Effectiveness |
| STIs | sexually transmitted infections |
| TFPs | technical and financial partners |
| UEMOA | West African Economic and Monetary Union |
| UNCDF | United Nations Capital Development Fund |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNFPA | United Nations Population Fund |
| UNDG | United Nations Development Group |
| UNICEF | United Nations Children’s Fund |
| UNIDO | United Nations Industrial Development Organization |
| UNIFEM | United Nations Development Fund for Women |
| UNS | United Nations System |
| UNV | United Nations Volunteers |
| WFP | World Food Programme |
| WHO | World Health Organization |

EXECUTIVE SUMMARY

At the request of the Board, the United Nations Development Programme (UNDP) Evaluation Office (EO) carried out, from March to May 2009, an Assessment of Development Results (ADR) in Burkina Faso. This report is the result of the ADR. It is based on an analysis of UNDP programmes between 2002 and 2008, paying particular attention to the implementation of activities relating to the current programme cycle (2006–2010).

DEVELOPMENT CHALLENGES AND STRATEGIES

Burkina Faso has been in a period of stability and social calm since 1991, which has allowed it to enter into a process of democratization and structural reforms. Set in a less than buoyant international and subregional context, the country's economic activity has remained fairly dynamic and the Gross Domestic Product (GDP) growth rate has been between four and seven percent over the last few years. However poverty is increasing particularly in rural areas where nearly 50 percent of the population lives under the poverty line within a country where 67 percent of people depend on agriculture and animal husbandry.

In 2000 Burkina Faso was the first country in the region to develop a Poverty Reduction Strategy Paper (PRSP), which was updated in 2003 and has served as the basis for two successive UNDP country programmes since 2001.

Burkina Faso requires significant annual Official Development Assistance (ODA). The percentage of ODA in the GDP has constantly increased since 2004, reaching 15.18 percent in 2007. This is much higher than the average of 5.1 percent for sub-Saharan Africa. For the same year, the ODA per inhabitant increased to \$61.18 USD compared to the African average of \$42 USD.

Until 2004 UNDP notably played an important role in providing coordination and support for the Government in its quest for financing through the “Round Table Mechanism.” However since 2005 the role of UNDP has been reduced. Presently the Government is strictly acting within the framework of the Paris Declaration and wishes to take responsibility for managing development assistance. During the last period, the Government and its technical and financial partners (TFPs) have implemented numerous new coordination and consultation mechanisms. UNDP participates in these various mechanisms as well as in thematic groups set up within the United Nations System (UNS), covering the various participating organizations' fields of intervention. These multiple coordination mechanisms result in numerous cases of redundancy, weigh heavily on limited human resources and have a negative impact on productivity.

In the same vein of thought, the United Nations Development Assistance Framework (UNDAF) is in line with the PRSP and UNDP programme documents follow the PRSP and the UNDAF.

The added value of each of these documents merits critical reassessment with the aim of simplification, which would avoid unnecessarily draining the organization's resources. In a letter of intention dated January 2008, the majority of the Government's TFPs—including UNDP—agreed to advocate adoption of a “Joint Country Support Strategy” (JCSS), which would be the equivalent of a broader UNDAF outside of the UNS. The existence of a JCSS document drawn up by all the TFPs in cooperation with the Government would bring into question the purpose and added-value of a document such as the UNDAF, which is exclusively for the UN system.

APPROACHES DEVELOPED BY UNDP

The approach chosen by UNDP to implement the programmes adopted by the Board is based on the three following mechanisms:

- **Capacity development** covers a wide variety of interventions such as direct technical support by providing staff and expertise; supplying materials and equipment; organizing meetings; covering daily national and international travel related expenses; training governmental service agents, project teams or beneficiaries; or even organizing information meetings and sessions. It is often difficult to see how these strengthening activities fit into a national plan and the interventions of other partners. It is just as difficult to measure the impact of these actions on the performance of one government department or institution and, more often than not, the project documents define outcomes in terms of actions undertaken rather than their results. These programmes strengthen capacities relating to nearly all the activities implemented by UNDP and clearly represent a significant percentage of the Country Programme expenditure. Unfortunately, there is no centralized information available on either the number or the type of these actions, or the total costs. Similarly, there are no clearly defined criteria, known to all, setting out which types of interventions can be supported.
- **Downstream projects** provide concrete field experience, allowing UNDP to channel its thought-process on policies and strategies, to test and refine certain operational approaches or even to have a catalysing impact and attract additional funding. Generally, there is a good balance between upstream and downstream interventions in the UNDP programmes.
- The **function of advice and advocacy** form the third component of this strategy. UNDP is not a large donor but it can influence the development thematic by its advice

interventions at the strategic level. The first characteristic of this role is support for formulating legislative or strategic texts and the second one is advocacy to leaders, key institutions or the donor community. UNDP has the advantage of being deeply trusted by the Government, based on its long-standing experience in the country and on a perception of neutrality.

THE UNDP PROGRAMME

The UNDP programme in Burkina Faso is organized around three main areas of intervention as follows: (i) the fight against poverty and the sustainable management of natural resources, (ii) support for good governance and (iii) support for the fight against HIV/AIDS. The goal of the programme was to facilitate the following outcomes emanating from the UNDAF:

- broaden the possibilities of employment and income generating activities, notably for women and young people;
- improve food security for vulnerable groups while ensuring sustainable management of natural resources;
- strengthen capabilities of institutions supporting good governance while adhering to human rights;
- strengthen a culture of tolerance and peace;
- strengthen and intensify the national response to HIV/AIDS.

During the first three years of the current cycle, between 2006 and 2008, UNDP spent a total of \$42.1 USD million in Burkina Faso compared to an indicative budget of \$53.7 USD for the five years of the approved programme. Resources coming from trust funds or additional contributions have therefore gone way beyond expectations. Expenditure between 2006 and 2008 was allocated to three thematic areas of the programme, as follows:

- Poverty reduction and natural resource management 34 percent
- Support for good governance 27 percent
- The fight against HIV/AIDS 37.2 percent
- Expenditure outside of themes 1.8 percent

THE RELEVANCE AND EFFECTIVENESS OF INTERVENTIONS

The Government wants to place its aid management and partner relationships under the framework of the Paris Declaration. UNDP itself subscribes to these principles, however UNDP operating methods and procedures are not yet in line with this stated intention. An important step was taken when the Board instituted a pilot period for the prudent participation in “common baskets” or “common funds.” Although a lot of work remains to be done, the case of Burkina Faso has acted as a trigger for the evolution of rules and procedures. In Burkina Faso the largest share of aid is still spent in the form of projects; numerous parallel implementation units exist and UNDP generally requires reports in line with its own procedures and timetable.

Certain activities implemented by UNDP are considered particularly relevant and effective by the majority of UNDP partners and civil society observers. These fields represent comparative strengths that should be useful to the Country Office in planning the next cycle of the programme:

- in the field of good governance, support for Parliament and support for the decentralization process initiated by the Government form key interventions in which UNDP has made useful investments;
- for HIV/AIDS, the programme for supporting groups and communities (PAMAC) remains an essential part of the national strategy.

The PAMAC is managed as a coordinated multi-donor common basket fund and supports the actions of several groups and networks carrying out HIV screening, community care for victims and prevention through information. It should be noted that these groups carry out 70 percent of all voluntary screenings in the country. The “Coalition of Burkinabe groups and networks fighting against AIDS” (CORAB), a new national network, has the capacity for becoming a coordination instrument that could carry out certain PAMAC functions in the midterm;

- for the poverty and natural resource management intervention area, it should first be noted that it is relevant to link these two themes. In a Sahelian country such as Burkina Faso, the reduction of poverty is inconceivable without protecting natural resources that support the livelihoods of two-thirds of the population. Moreover, innovative programmes have been implemented such as “multifunctional platforms,”¹ the production and commercialization of non-wood forest products or even supporting the Government for access to the carbon market under the Kyoto Protocol.

The role of advocacy has been particularly effective under UNDP support to Parliament and notably in terms of its gender caucus. According to a Parliament member responsible for this caucus, the new law on gender-based quotas (30 percent) for electoral candidates was approved thanks largely to UNDP.

In the field of gender mainstreaming in programmes, UNDP has made noticeable progress in the past two years, particularly by proceeding with a systematic review of all current projects and moving forward with strengthening capacities at all levels in order to ensure that the gender issue is fully included in its interventions.

¹ The multifunctional platform is a diesel motor with various tools such as mills, huskers, alternators, battery chargers, pumps, welding stations, woodwork machinery etc. It also allows for the distribution of water and electricity. Women’s groups manage these platforms, with the aim of freeing women from more difficult labour tasks while also generating personal income.

EFFECTIVENESS OF INTERVENTIONS

The programme is suffering from some dispersion of efforts, geographically as well as on a thematic level, which observers are defining as scattering. The Country Office must be more rigorous in bringing its activities into line with its management capacities and its human resources or face important losses in terms of impact and resources. While still recognizing that certain interventions should continue upstream, centrally and nationally, a greater geographical concentration of downstream activities could create new synergies between projects, creating economies of scale and allowing for improved monitoring.

The role of monitoring activities, particularly in the field, remains a significant weakness. The UNDP officials responsible for programmes rarely visit projects and, frequently, field visits that were part of the annual work schedule are cancelled due to pressure resulting from bureaucracy within the institution. A report requested by New York still takes priority over a field visit.

Finally, it should be noted that there is perceived confusion amongst the majority of UNDP partners as to the respective roles of the Resident Representative and the Country Director. The positions of Country Director were initially created in programmes where the Resident Representative was simultaneously the Resident Coordinator, the Humanitarian Coordinator and the Deputy Special Representative of the Secretary General. Following this, it was believed that systematically having a Country Director could respond to the concern of certain agencies who wanted a “firewall” between the UNDP institution and the UNS coordination role. In the case of Burkina Faso, observers believe this outcome was not achieved and that the dividing line between the various roles of Resident Coordinator, Resident Representative and Country Director remains blurred. It is appropriate to raise the question of whether a method successfully applied in the circumstances described above can simply be transposed to smaller programmes and in much more stable environments.

Based on observations and their assessment, the evaluation team is formulating the following recommendations relating to general and strategic issues and also to thematic and operational issues:

A. Adherence to the Principles of the Paris Declaration

- At a central institutional level, UNDP—involved through the United Nations Development Group (UNDG) in achieving the objectives of the Paris Declaration—should accelerate the process of bringing its procedures and operating methods in line with the principles of this declaration. This should include, amongst other elements:
 - the move to a programme-based approach rather than a project-based approach;
 - the move to budgetary support in the form of basket funds managed directly by national authorities;
 - greater flexibility in reporting requirements in order to promote harmonization with national procedures and schedules.
- The programme for Burkina Faso, which has demonstrated its capacity for innovation and which has already been the catalyst for a significant institutional change, could become a testing ground for such changes within UNDP as a whole.
- In its 2011-2015 programme the Country Office should place a high priority on supporting the Government in order to strengthen its aid management capacities according to the principles of the Paris Declaration. This should be done on the basis of an integrated plan developed by the Government, and, insofar as possible, within the framework of a joint multi-donor programme. In addition, project implementation units should be abandoned in favour of implementation by national bodies.

B. Strategic and Coordination Documents

- The UNDP Country Office should continue to actively contribute towards the TFPs' elaboration of a single framework document for all partners (the "Common Country Assistance Strategy").
- The participation of UNDP in the thematic groups of the UNS should be reassessed with the objective of avoiding duplication with new structures implemented in consultation with the TFPs.
- At the central institutional level, UNDP should recognize the common strategic documents jointly established by the TFPs as a basis to elaborate the Country Programme documents submitted to the Executive Board for approval; moreover, UNDP should promote the adoption of such common documents within its partner organizations in the UNDG, as a replacement of UNDAF, wherever possible.

C. A Strategy that Favours More Targeted Interventions

- The Country Programme for 2011-2015 should maintain the same overall lines as the programme in progress, while being more selective as regards interventions along these lines and taking account of the comparative advantages of UNDP, its mandate, and its financial and human resources. The flagship projects of UNDP such as support for Parliament, for decentralization and for microfinance—along with the PAMAC and the multifunctional platforms—should constitute the backbone of the programme.
- In addition, the programme should facilitate geographical concentration of on-the-ground activities, based on clear and transparent criteria that favour the most deprived areas. This would prevent the advantage of maximizing opportunities for synergy between projects, making UNDP action more visible, and allowing more intensive monitoring on the ground. UNDP should in this context

study the possibility of establishing a permanent presence in the chosen region, if possible, along with other members of the UNS.

- The Country Office should strengthen its advisory functions and its advocacy to the Government and TFPs as its principal means of influencing strategic choices concerning development, in line with the interests of the most deprived segments of the population.

D. Innovative Activities

- The next Country Programme should continue to emphasize innovative projects and activities that have the potential for attracting additional financing for Burkina Faso. This approach can accompany the geographical concentration mentioned in the previous recommendation. Among these innovative interventions, it will be necessary to follow up and strengthen support in the area of climate change, to develop a new generation of multifunctional platforms based on greener production, and to emphasize a "vertical" (commodity chain) approach, particularly as concerns the development of non-wood forest products.

E. Thematic Priorities

- In the area of combating HIV/AIDS, the 2011-2015 programme should continue to support the PAMAC, but also strengthen the capabilities of CORAB.
- In connection with the energy and poverty thematic, the Country Office should strive to develop a new generation of multifunctional platforms with the objective of improving profitability, while at the same time adopting greener production methods and clarifying questions regarding the ownership of equipment, buildings and land.
- In the area of gender, the Country Office should
 - Integrate tasks relative to gender in the terms of reference used by the management team;

- strengthen the gender focal point function by creating a task force in charge of promoting, monitoring and evaluating the systematic integration of gender in the policies, programmes and projects of UNDP;
 - continue its leadership with regard to gender-sensitive budgeting;
 - strengthen its collaboration with civil society (especially women’s organizations and the media) through the joint-gender programme under development by the UNS;
 - invest in the capitalization and sharing of experiences related to gender, and do so in collaboration with the minister in charge of gender issues at the national level.
- The Country Office should engage in advocacy and attract the attention of its partners with regard to the necessity of a legislative framework on the prevention of natural disasters and the appropriate response to such disasters. This will complement the important work already accomplished regarding the implementation of operational means for responding to disasters.

F. Main Operational Questions

- Project design should be improved, especially
 - by seeking a better definition of the results expected and their indicators at the moment of design, and through the implementation of an effective system of monitoring and evaluation;
 - by ensuring there is a permanent database that permits monitoring of indicators of outcomes, and also the resources necessary for this monitoring are written into the budget;
 - by systematically identifying an exit strategy and one for the sustainability of results, including concrete and measurable indicators and a road map.
- Activities related to capacity development should be analysed in depth and an inventory should be prepared, in order to adhere to the global institutional practices of UNDP and to a joint approach developed between TFPs based on a governmental strategic document and plan of action. This exercise should result in a more coherent approach that will extend across all the programmes and projects financed by UNDP. Particular effort will be required to develop the means of measuring the effectiveness of capacity development activities.
- The Country Office should be more involved with direct monitoring of projects and should conduct more regular field visits. This implies increasing attention to available human resources in the Country Office and continuing the current review of internal administrative procedures, which remain very cumbersome.
- The Country Office should explore the possibility of increased partnership with universities and other recognized experts in order to benefit from an independent think tank and to reaffirm intellectual leadership in the area of development.

CHAPTER 1

INTRODUCTION

1.1. OBJECTIVES AND SCOPE OF THE ADR

Following the decision of UNDP Executive Board (2007/24), an Assessment of Development Results (ADR) was carried out in Burkina Faso by the UNDP² Evaluation Office (EO). The ADR has two objectives: (i) to provide a source of accountability for the results of UNDP cooperation in the country, (ii) contribute to learning and the improvement of future programme planning through conclusions and recommendations resulting from analysing programme outcomes and the UNDP strategy. The evaluation will represent a starting point for preparing the next Country Programme, which will cover the period from 2011 to 2015; it will be submitted to the Board in June 2010.

The evaluation covers the period from 2002 to 2008 and the majority of the current programme cycle (2006-2010) as well as the previous (2001-2005). The evaluation mainly focuses on activities relating to the current Country Programme, yet retains certain activities from the previous one that were recently finished or have a direct link to the current cycle. Financial information is mainly limited to the period from 2004 to 2008 due to difficulties in comparing old data with newer data, which was compiled from the ATLAS management system introduced in 2004.

The evaluation is based on two fundamental points: (i) the programme component, which relates to the contribution towards development outcomes (criteria: efficiency, effectiveness and sustainability); (ii) the strategic position (criteria: relevance, response capacity and partnerships).

Not only did the team examine the project portfolio and project activity outcomes, it also paid special attention to the cross-cutting theme of gender and examined non-programme interventions such as advocacy, coordination, and support for finalizing policies, communication and information, as well as relationships with civil society.

1.2. EVALUATION PHASES

The evaluation team, accompanied by the EO task manager, carried out an initial preparatory mission in Burkina Faso from 15 to 21 March 2009. The aim of this visit was to establish an initial assessment of UNDP activities in the country, identify the UNDP partners, and to assess the feasibility of conducting an evaluation in order to set out a method and a work plan. This stage included drafting an ADR inception report, which was submitted by the evaluation team to the UNDP EO. After the preparatory mission, a second documentation assessment period was undertaken and information was exchanged with the Country Office, as required. The main mission was carried out between the 27 April and 15 May 2009 by the three consultants appointed by UNDP: Ms. Paule-Elise Henry, Mr. Seydou Bouaré and Mr. Carrol Faubert, with the latter as the team leader. The Evaluation Task Manager joined the mission project on May 12 to discuss the team's initial conclusions and recommendations.

The draft report was shared with the UNDP Country Office, the Regional Office for Africa and the Burkina Faso Government. This allowed factual errors to be corrected, and the comments

² See the Terms of Reference in Annex I.

relating to non-factual questions were examined case-by-case by the independent evaluation team who corrected the text or quoted these comments where necessary. The report was also reviewed by the UNDP EO and two external advisors.³ Finally, a stakeholder workshop was held in Ouagadougou, Burkina Faso on 22 October 2009 to present and discuss the final report with 50 participants comprising UNDP partners. Final refinements and finalization of the report were made after the workshop.

1.3. METHODOLOGY

To shape its approach the evaluation team used the ADR guidelines, developed by the EO⁴ and also the methodology manual for ADRs.⁵ The UNDP contribution towards development and the relevance of interventions were assessed; notably based on expected impacts such as those identified in the Strategic Framework for Poverty Reduction (SFPR) adopted in 2000 and updated in 2003. At the point of carrying out the evaluation, the Government had launched a process to redesign the SFPR.⁶ The United Nations Development Assistance Framework (UNDAF) and two Country Programme documents adopted by the UNDP Board for the periods of 2001 to 2005 and 2006 to 2010, as well as the Country Programme Action Plan, are all very similar to the SFPR and have the same expected outcomes.

The ADR team has developed an analysis framework that includes the main evaluation themes and identifies certain criteria and

indicators for each of these themes (Annex II). UNDP has thoroughly documented the difficulty in establishing a link of cause-and-effect between programme products and targeted outcomes.⁷ The preparatory mission confirmed that this was the case for Burkina Faso, at the level of expected outcomes as well as for projected ones. The challenge was therefore to establish a “credible” causal relationship between UNDP activity products and changes observed at the level of development results; in a context whereby numerous actors are present and where numerous external events outside of the project impact outcomes.

Difficulties are aggravated by two additional considerations. The first is the poorly defined targeted outcomes, which are often confused with programme and project products or results. The effect is that the indicators applied to outcomes defined in this manner are frequently defined in terms of actions carried out (for example the number of training sessions organized, document production, etc.) rather than in terms of outcomes. The second consideration is the general absence of basic data and statistics at the point of project design that would have allowed for future monitoring of outcome indicators.

The evaluation team was, however, able to benefit from numerous midterm and end-term project evaluations as well as certain thematic evaluations and a series of documents produced by the EO and the UNDP Office in Ouagadougou. Therefore, it was necessary to develop an

³ External advisors: Mrs. Oumoul Khayri Ba Tall, specialist in evaluating international cooperation programmes and President of the International Organisation for Cooperation in Evaluation; and Mr. Alfred Sallia Fawundu, former UNDP Resident Representative in Guinea Bissau, Benin, Ghana and Nigeria and specialist in international development. Internal reviewer: Mrs. Alexandra Chambel, UNDP evaluation specialist.

⁴ ‘Guidelines for an Assessment of Development Results (ADR),’ New York Evaluation Office January 2009.

⁵ Preliminary version.

⁶ ‘Strategic Paper for Accelerated Growth and Sustainable Development: 2010-2015–Concept Note,’ Ministry for the Economy and Finance, February 2009.

⁷ This problem is mainly discussed in the ‘Guidelines for an Assessment of Development Outcomes’ (UNDP Evaluation Office, January 2009) and “Evaluation of Results-based Management at UNDP” (UNDP Evaluation Office, January 2007).

evaluation method that took into account the weaknesses noted and to develop methods to remedy these issues.

The team mainly based its work on “triangulation” methods to support its observations and conclusions. The triangulation method is explained here:

- a) A detailed review of **documentation**⁸ was carried out, notably between the two missions in Burkina Faso. This documentation also served to substantiate certain conclusions at the time of producing the report.
- b) The mission carried out **interviews** with nearly 200 people, of whom more than 150 were not members of UNDP or the United Nations System (UNS) (Annex V).⁹ The team prioritized group discussions on each occasion whenever possible. These interviews had two aims: establish patterns when assessing UNDP actions by asking different interviewees similar questions,¹⁰ and validate information obtained through documentation.
- c) Validating certain observations and conclusions by **field visits**.

Given the timescale, it was not possible to carry out an in-depth analysis of each project. Therefore, based on certain criteria the team made a selection, without all criteria necessarily being found in any one project.¹¹ Projects selected in this manner are discussed in the sections covering the major axes of the programme. Field visits were done over a period of four days at the beginning of the second week of the main mission concentrating on Bobo-Dioulasso and the Boucle du Mouhoun region, one of the least developed in the country where UNDP is focusing its downstream interventions.¹²

1.4. FORMAT OF THE REPORT

This report is organized in five chapters. After the initial overview and introduction, the second chapter describes the main development challenges in Burkina Faso and the national strategies developed to address them, as well as the UNDP response. Chapter 3 analyses each of major UNDP axes for interventions and examines some questions relating to aid efficiency and effectiveness. The next chapter covers UNDP strategic position, whereas the fifth and final chapter examines the main conclusions from the ADR and offers recommendations.

⁸ A bibliography is provided in Annex VI.

⁹ This group includes 43 central and regional civil servants, 32 members of civil society in Ouagadougou and 33 from outside of the capital as well as 35 beneficiaries of activities supported by UNDP in the Boucle du Mouhoun region.

¹⁰ These interviews were semi-structured and based on a matrix (Annex III), which identifies the main questions to cover for each category of people consulted.

¹¹ See Annex IV for a list of criteria and projects retained.

¹² Sites to visit are identified on the following basis: (i) sites allowing for visiting several activities over a small area; (ii) the possibility of interviewing direct beneficiaries and (iii) the possibility of meeting with members of civil society working outside the capital.

CHAPTER 2

DEVELOPMENT CHALLENGES AND STRATEGIES

2.1. NATIONAL CONTEXT

Burkina Faso is a landlocked West African country. Mali is to the north, Nigeria to the east, Benin to the southeast, Togo and Ghana to the south and the Ivory Coast to the southwest. The country of Burkina Faso has a surface area of 274,200 km² and is divided into 13 regions and subdivided into 45 provinces, 350 departments, 51 communes (all operational and managed by elected mayors), and approximately 8,000 villages. Burkina Faso is a member of the African Union (AU), the Economic Community of West African States (ECOWAS) and the West African Economic and Monetary Union (UEMOA). The president of Burkina Faso played an important role in facilitating the inter-Ivorian dialogue. Additionally, the country is a member of the United Nations Security Council (2008-2009).

For nearly two decades, Burkina Faso has enjoyed good social and political stability and has undertaken a process of democratization and structural reforms. The country issued policies, strategies and action plans that provide a framework for the reforms, even if implementation is often lagging behind. However the country remains one of the poorest in the world. Surrounded by the Sahel, Burkina Faso is located in an intertropical convergence zone and suffers from a lack of rainfall, which often accounts for the food shortages in the country. In fact, annual rainfall varies from 1150 mm per year in the southwest to less than

500 mm in the north. For the majority of the country, agricultural production is vulnerable to climate risks.

Burkina Faso has approximately 15 million inhabitants, with a natural growth of 3.1 percent per year, due to a very high birth rate (6.1 children per woman); leading to forecasts of the population rising to 18.45 million by 2015 and 21.40 million in 2020.¹³ The population density (number of inhabitants per km²) was 50 in 2005 and is projected to increase to 80 in 2020.

Elections, generally considered to be fair, have taken place since the June 1991 adoption of the Constitution. However, the opposition remains very weak and divided, while the National Assembly timidly fulfils its role of control of the Government. A decentralization process has started and municipal elections took place in 2006, although the transfer of resources that should accompany the transfer of tasks remains necessary. Progress has also been made in economic regulation, as demonstrated by Burkina Faso's important progression in the World Bank's¹⁴ rating for improving investment and business climates.

In the fields of human rights and law, the country has adopted an adequate legal and regulatory framework, yet must strengthen its implementation. There is no independent national commission¹⁵ for human rights, although there is

¹³ These figures are based on a general census of the population and living conditions in 2006.

¹⁴ In its 2005-2006 report on the business climate, the World Bank ranked Burkina Faso in the 154th position out of 155 countries listed. The 2009 report ranks the country as 148th out of 181. Burkina Faso is therefore in sixth place out of 10, for countries having made the most progress in this field.

¹⁵ Draft legislation exists in relation to setting up an independent commission.

a Ministry. Burkina Faso does, however, have the benefits of a well-organized, independent and active civil society as well as a relatively free media that plays the role of a counter-power in the absence of any strong political opposition.

The performance of public services remains weak and the Government must intensify its programme to strengthen its capacities. Special efforts will be necessary to fight against corruption and the impunity that goes with it.

a) The economic context

Economic activity has remained fairly dynamic in Burkina Faso, despite a bleak international and subregional environment. Table 1 gives the rate of growth for the Gross Domestic Product (GDP) between 2004 and 2007 as well as the percentage of different sectors within the GDP. The GDP rate of growth was above the level of population growth, suggesting a positive GDP progression per inhabitant. The slowdown seen in 2006 and 2007 is the result of a combination of a lack of rainfall and the cotton industry crisis. The slow decline of the primary sector should be noted (it still employs 67 percent of the population), as well as the gradual growth of the two other sectors.

Burkina Faso has considerable mineral resources—gold, zinc and phosphates—that remain under exploited.

b) Human development and security indicators

The World Bank system ranks Burkina Faso as a low-revenue economy. Despite development efforts in the country, a significant proportion of the population suffers from chronic poverty. The Government believes since the 2000 implementation of the SFPR and the revised 2003 version, “the measures for redistributing wealth through increasing the budgetary expenditure transferred were not sufficient to significantly reduce the incidence of poverty. In fact, all the poverty indicators remain very high in both urban and rural areas. For example, in 2007 the estimated percentage of people having a level of consumption below the poverty line reached 16.6 percent in towns and 49.1 percent in the countryside, with an average of 42.7 percent over the country.”¹⁶ According to the African Development Bank (AfDB), rural poverty increased from 48.6 percent in 2005 to 49.2 percent in 2007, in spite of the positive GDP per inhabitant trend.¹⁷

Table 1. GDP growth rate and corresponding percent in sectors of activity¹⁸

| Year | 2004 | 2005 | 2006 | 2007 |
|---------------------------|------|------|------|------|
| GDP growth rate (%) | 4.6 | 7.1 | 5.5 | 4 |
| Percent of sectors in GDP | | | | |
| Primary sector | 31.6 | 32.8 | 31.5 | 29.3 |
| Secondary sector | 22.9 | 22.6 | 22.7 | 23.8 |
| Tertiary sector | 45.5 | 44.6 | 45.8 | 46.9 |

¹⁶ ‘Strategic Paper for Accelerated Growth and Sustainable Development: 2010-2015, Concept Note,’ Ministry for the Economy and Finance, February 2009.

¹⁷ The percentage of the total population (rural and town) living under the poverty line reached 46.4 percent at the time of the 2006 census.

¹⁸ Source: ‘Development Cooperation: Progress report—implementation of the Paris Declaration in Burkina Faso,’ Ministry for the Economy and Finance, Ouagadougou, December 2008.

It is estimated that 50 percent of household expenditure is spent on food within a context of chronic food insecurity that is exacerbated by reduced rainfall, parasite infestations, poor water management and the destruction of natural resources combined with rapid population growth.

From a geographical point of view, according to the 2004 United Nations Joint Country Report (Table 2), the regions most affected by poverty were in the north, Centre South and Boucle du Mouhoun. UNDP already concentrates many of its activities in the latter two regions (Chapter 3).

The following table (Table 3) provides indicators taken from the UNDP human development reports relating to the years in question. In addition to showing progress between 2002 and 2005, the table allows for comparison of Burkina Faso in 1995 with the sub-Saharan average in 2005. The table also shows positive progress in all areas excluding malnutrition, which unfortunately increased at the same time as droughts, repeated floods and population growth and was not offset by strong economic growth or an equitable distribution of wealth.

| Region | Incidence in 2003 (%) |
|-------------------|-----------------------|
| Centre | 22.3 |
| Central plateau | 58.6 |
| Centre South | 66.1 |
| Centre East | 55.1 |
| Centre West | 41.6 |
| East | 40.9 |
| South West | 56.6 |
| Cascades | 39.1 |
| Hauts Bassins | 34.8 |
| Boucle du Mouhoun | 60.4 |
| North | 68.6 |
| Centre North | 34.0 |
| Sahel | 37.2 |

Source: United Nations System, Country Report (2004)

| Indicator/year | 1995 | 2002 | 2003 | 2004 | 2005 | Average for sub-Saharan Africa (2005) |
|-------------------------------------------------------|-------|-------|-------|-------|-------|---------------------------------------|
| Human Development Indicator (HDI) | 0.219 | 0.302 | 0.317 | 0.342 | 0.370 | 0.493 |
| Life expectancy at birth | 46.3 | 45.8 | 47.5 | 47.9 | 51.4 | 49.6 |
| Literacy rate (% amongst 15 years old +) | n/d | n/d | n/d | 21.8 | 23.6 | 60.3 |
| Children below weight for their age group (%) | 30 | 34 | 34 | 38 | 38 | Not provided |
| Population using an improved water well (%) | n/d | 42 | 51 | 61 | 61 | 56 |
| Prevalence of HIV (% of the population) | n/d | 4.2 | 4.2 | 2 | 2 | 6.1 |
| Gender-based development index | 0.205 | 0.291 | 0.311 | 0.335 | 0.364 | Not provided |
| Internet users (per 1000 inhabitants) | n/d | 2.1 | 4 | 4 | 5 | 26 |
| GDP per inhabitant (PPA, Euro dollars per inhabitant) | 784 | 1,100 | 1,174 | 1,169 | 1,213 | 1,998 |
| Public Development Aid (Euro dollars per inhabitant) | 40 | 37.4 | 55.7 | 47.6 | 49.9 | 41.7 |

Source: UNDP Human Development Reports

The Gini coefficient (index of income concentration) is quite high in Burkina Faso—0.395—yet is comparable to other countries in the region (Ivory Coast 0.446, Senegal 0.413, Ghana 0.408, Mali 0.401 and Benin 0.365).¹⁹

c) **The effects of the global economic crisis**

Burkina Faso, due to its lack of integration into the global economy, remains unaffected by the current global financial crisis. However certain risks, amongst others, exist in relation to the international situation; UNDP²⁰ has flagged the possible consequences for the Burkinabe economy. The greatest risks relate to a possible reduction of public development aid and loss of incoming private transfers from Burkinabe workers abroad. This worrying situation could lead to adopting social protection policies and measures in both rural and urban areas where households with reduced incomes could experience weakened buying power. Other effects of the crisis have, for the moment, been positive for Burkina Faso. Amongst these benefit are the rising price of gold (commercial mining began in 2008) and lower cost of oil by-products. On the other hand, the drop in international cotton prices had a negative impact on the country's main export product.

d) **Review and progress of main national strategic documents**

In 2007 Burkina Faso was the first country in the subregion to draw up and implement a poverty reduction strategy as defined under a SFPR. It was reviewed in depth in 2003 and became the main reference document for all development support actions. Moreover, the

2003 review process initiated the expansion of regional strategic frameworks for poverty reduction in each of Burkina Faso's 13 administrative regions; with the aim of supporting the current decentralization process.

The SFPR is operationalized through priority action programmes, with the current one (2007-2009) emphasizing the improvement of economic foundations and competitiveness, improving profitable public expenditure, contributing towards job and income creation, accelerating the decentralization process and promoting good governance.

At the beginning of 2009, the Government undertook the process of elaborating a 'Strategic Paper for Accelerated Growth and Sustainable Development: 2010-2015' that would replace the SFPR. According to the Ministry for the Economy and Finance, "the necessity to revise the SFPR is mainly dictated by the constant number of challenges in achieving the Millennium Development Goals and by the commitment by the Government to update the paper at the time of the review in April 2006. The implementation of the SFPR has certainly allowed for making progress in terms of managing the economy, yet this progress has not fully allowed for achieving quantitative development objects, notably achieving strong growth and significant poverty reduction."²¹

The quest for sustainable development for Burkina Faso is included in the major activities set out in the National Prospective Paper 'Burkina 2025,'²² which describes Burkina's aspirations to be "a nation of solidarity, progress and justice, consolidating

¹⁹ 'UNDP Human Development Report 2008.' The Gini coefficient measures the inequality of dispersion of wealth varying from zero (perfect equality) to one (total inequality).

²⁰ 'A Brief Overview of the Financial Crisis and its Impact,' M. Isyaka Sabo, UNDP Country Office Chief Economist, April 2009.

²¹ 'Strategic Paper for Accelerated Growth and Sustainable Development: 2010-2015 – Concept Note,' Ministry for the Economy and Finance, February 2009.

²² 'National Prospective Report – Burkina 2025.' National Prospective and Strategic Planning Board, 2005.

respect for it on the world stage” within the next generation. This prospective document, combined with UNDP support, will be one of the bases for the recently initiated revision of the SFPR.

Moreover, the country now has political and strategic documents relating to key areas such as decentralization, rural development, microfinancing and climate change.

2.2. FOREIGN AID

Burkina Faso needs a sizeable annual injection of Official Development Assistance (ODA). According to a report from the Ministry for the Economy and Finance,²³ ODA rose from \$388 million USD in 2000 to \$861.9 million USD in 2007. This represents 15.18 percent of the national GDP in 2007, a percentage that has been constantly increasing since 2004 (12.47 percent). During the same four-year period ODA per inhabitant rose from \$49.12 to \$61.18, whereas for sub-Saharan Africa the average ODA per inhabitant was approximately \$42 and the average ODA/GDP ratio was 5.1 percent.

In 2007²⁴ multilateral donors accounted for more than 60 percent of ODA. The World Bank and the European Union were by far the largest donors. All the UNS organizations, with the exception of the World Bank, contributed approximately \$50 million (5.8 percent of total ODA) of which \$18.2 million was donated by UNDP (2.1 percent). More and more often, the donors provide general budget support, using national bodies and systems for aid management, in line with recommendations from the Paris Declaration relating to public development

aid effectiveness. The total volume of aid in the form of general budget support increased from \$172.05 million USD in 2004 to \$188.86 million USD in 2006 to \$249.13 million USD in 2007.²⁵ This budget aid accounts for nearly 29 percent of the total aid allocated to Burkina Faso. The multilateral institutions supply three quarters of the aid budget, with the World Bank, the European Commission and the AfDB being the three largest donors. Amongst the bilateral donors, the Netherlands, France and Sweden are the main providers of general budgetary aid. According to the Country Office, it is more than likely that this general trend towards an increase in direct budgetary support will result in a reduction in trust funds allocated to UNDP by various donors.

Until 2004 one of the central roles of UNDP was the coordination of development aid in Burkina Faso, via Round Tables.²⁶ Burkina Faso signed the Paris Declaration relating to public aid effectiveness and the Government clearly expressed its determination²⁷ to take responsibility for development management and coordinating its partner relationships within the framework of the main decrees of the Paris Declaration and the Accra Agenda for Action. Consequently since 2005 the role of UNDP in the general coordination of development aid has lessened.

The countries and institutions that signed the Paris Declaration agreed upon a progress monitoring procedure in accordance with the main decrees relating to improving aid effectiveness. Burkina Faso oversees this monitoring thanks to the National Coordination for Aid Effectiveness (CONEA) body, which was established in 2006 and reports to the Department for Cooperation (DG-COOP) within the Ministry for the

²³ ‘Cooperation for Development: Progress report–implementation of the Paris Declaration in Burkina Faso,’ Report 2007, Ministry for the Economy and Finance, Ouagadougou, December 2008.

²⁴ Ibid.

²⁵ Ibid.

²⁶ The last Round Table organized in partnership between the Government and UNDP was in 2004. The Government now considers this mechanism outdated.

²⁷ See the concept note from the ‘Strategic Paper for Accelerated Growth and Sustainable Development: 2010-2015.’

Economy and Finance. The 2008 progress review, relating to the application of the Paris Declaration principles, shows significant positive results, particularly in the fields of national ownership of aid and in the alignment of national priorities and aid predictability. Moreover, an independent evaluation report demonstrates budget aid in Burkina Faso has contributed towards increased resources for public sectors, reduced aid-related transaction costs and improved harmonization between donors.²⁸

The Government, in its previously mentioned report, notes numerous constraints hamper improving aid effectiveness. Amongst the reasons given is the continued project approach for many donors as well as multiple layers of procedure, actors and points of contract and parallel implementation bodies. UNDP was not one of the agencies that made the most progress based on the Paris Declaration. With regard to alignment, UNDP continues to favour a project approach, use parallel implementation bodies and require reports in line with its own standards. The Country Office was finally given the authorization to use, for a limited number of activities, common frameworks and procedures (“common baskets”) although this remains an exception.

The number of multilateral and bilateral partners present in Burkina Faso is relatively limited, which should facilitate consultation and coordination. However over recent years a multitude of consultation frameworks have appeared, with some being redundant and draining partners’ resources. The illustration in Box 1 shows the existing links between different strategic documents and coordination frameworks. In addition to establishing the CONEA, to take the lead role in implementing the Paris Declaration, the Government has developed a National Action Plan for Aid Effectiveness (PANEA) covering the period from 2007 to 2010.

The technical and financial partners (TFPs) set up a Technical Secretariat for Aid Effectiveness (STELA), which should allow the donors to account for interventions by sector and promote the harmonization and alignment of procedures. UNDP plays an important role in coordinating the STELA and allocates half of the time of its Chief Economist to running and managing this Secretariat. All the UNS bodies participate in these various consultation and coordination frameworks.

In addition to this intensive contribution towards coordination and the common development approaches, the UNDP Country Office has to participate in the elaboration of the UNDAF, for which the expected outcomes are modeled exactly on those of the SFPR. UNDP must then elaborate a Country Programme Paper (CPP) followed by a Country Programme Action Plan (CPAP). These two documents reiterate the core information from the SFPR and the UNDAF in the UNDP fields of interest.

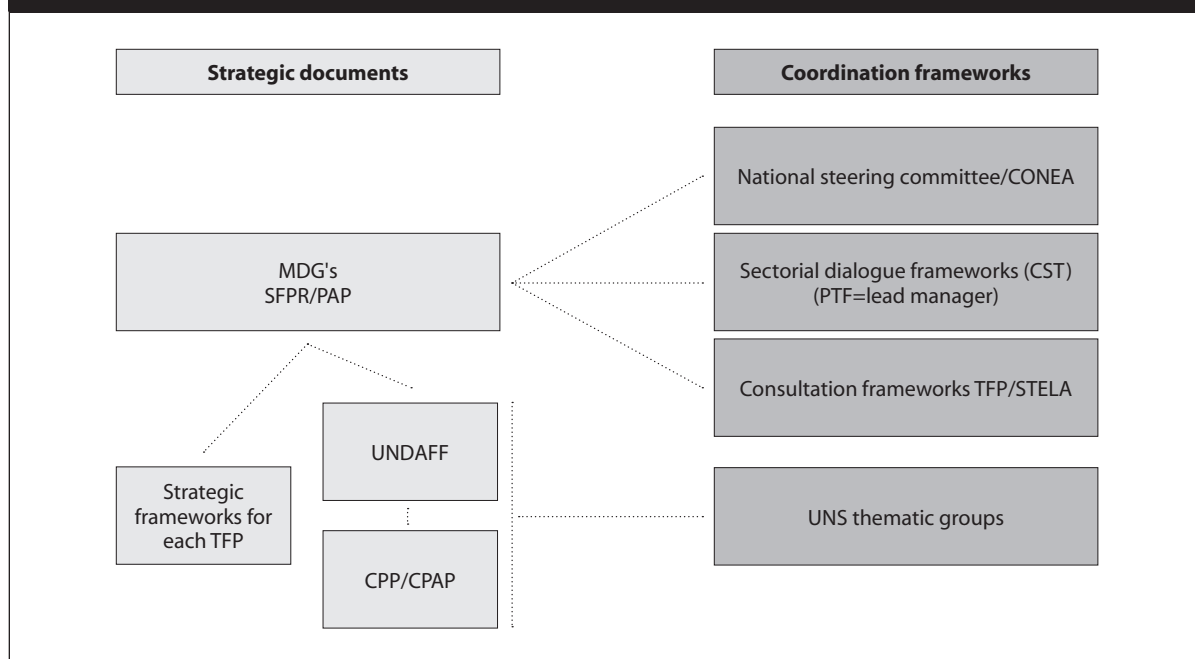
Similarly, thematic groups set up by the United Nations duplicate the TFPs’ consultation framework, which in turn repeat themes from the sectoral dialogue frameworks.²⁹ The TFPs sector managers, for each relevant sector, represent all the partners in each of these frameworks.

The UNDP Country Office’s management is of the opinion that it would be reasonable to limit the number of duplicate documents, establish one single joint strategy document for all the TFPs and reduce the number of coordination groups. This may entail the possible replacement of the UNDAF by a broader strategic framework as previously mentioned. The usefulness of the UNS thematic groups could also be reconsidered. The evaluation team supports this point of view,

²⁸ Joint Evaluation of General Budget Support 1994–2004: Burkina Faso, Malawi, Mozambique, Nicaragua, Uganda, Vietnam—Burkina Faso Country Report, Lanser, Piet et al., International Development Department, School of Public Policy, University of Birmingham 2006.

²⁹ These sectoral dialogue papers should be implemented when the SFPR is next revised. They will replace the current sectoral and thematic Commissions.

Box 1 : Organization of development interventions Government, TFP and UNS



which is in line with the Paris Declaration, and would result in time savings for often overloaded personnel.

2.3. THE INTERVENTIONS STRATEGY DEVELOPED BY UNDP

2.3.1. CORE STRATEGIC FRAMEWORKS

Since 2001 UNDP action in Burkina Faso has been based on two country programme³⁰ papers approved by the Board. The two successive programme cycles are part of an ongoing process, with the second cycle being based on prior achievements. Therefore, the 2001-2005 cycle focused considerable efforts on supporting the Government to elaborate policies and strategies and carry out studies; whereas the 2006 cycle mainly prioritised implementing these documents.

For the last cycle UNDP signed, with the Government, a 2006-2010 CPAP to support the implementation of the Board-approved programme. These documents reflect the Government's sectoral policies and strategies and UNDP priorities on a global level, its comparative advantages, and lessons drawn from previous cooperation experience. The CPP, as well as the CPAP, covers the expected impacts of the UNDAF that are based on the SFPR.

The CPP 2006-2010 details three axes of intervention:

- Contribute towards achieving the Millennium Development Goals (MDG):
 - (i) by broadening employment possibilities and income generating activities,
 - (ii) by improving food security and natural resource management.

³⁰ The 'UNDP Cooperation with Burkina Faso Framework 2001-2005' approved by the Board in September 2001 and the 'Country Programme Paper for Burkina Faso, 2006-2010' approved in January 2006.

- Strengthen governance:
 - (i) by promoting good governance,
 - (ii) by promoting a culture of peace and tolerance.
- Fight against HIV/AIDS.

2.3.2. IMPLEMENTATION APPROACHES

UNDP, under its strategy for achieving the desired results, wanted to concentrate its interventions on three main approaches:

a) **The strengthening of capacities** is a central element of the UNDP global strategy and covers all axes of intervention. UNDP policy recommends an overall approach in this field, based on a national evaluation of needs. In Burkina Faso the period covers a variety of activities, which can include: technical support for staff (project staff or consultants for specific jobs); supplying equipment and various materials; organizing introductions; information workshops and visits in the country or abroad (transport, hire costs, daily expenses etc); and organizing training sessions on themes relating to management, planning, monitoring and evaluation and even targeted technical training. The Country Office did not provide a precise definition of what is meant by “capacity development,” an elaboration that still needs to be undertaken.

These capacity development activities are difficult to evaluate; yet it is still possible in certain cases, by indirect means and by the opinions held by independent observers, to say that some of the capacity strengthening actions have had a positive effect.³¹ This is notably the case in the field of good governance whereby the vast majority of observers agree that UNDP has certain comparative

advantages. The UNDP action in favour of the support project for community groups and organizations involved in the fight against HIV/AIDS, tuberculosis and malaria has demonstrated equal effectiveness.

b) **Downstream projects** provide concrete experience of support at the grassroots level and allow for feeding political and strategic thought as well as provide examples of projects that had a catalysing effect. Among current projects the multifunctional platform (MFP) project, which is a flagship of the UNDP programme in Burkina Faso, as well as interventions in the fields of small-level irrigation and commercial non-timber forest products are such examples. These projects take on great importance with regard to creating balance in a Country Programme that favours upstream interventions at the national policies and strategies level.

c) **The advisory role** is the third axis of this strategy. UNDP, taking into account relatively weak resources, does not consider itself to be a donor with high influence via investment. Rather, it intends to influence through advice interventions at a strategic level. This role includes interventions within project frameworks, mostly for strategic document development support as well as actions aiming to influence national decision makers and the TFPs. This type of intervention does not require considerable financial resources and is based on leadership and recognized expertise. The mediums employed for these interventions primarily include: policy and strategy related advice, dialogue and consultation, advocacy and mediation.³² Based on its neutrality as an international organization and its long presence in the country, UNDP can operate these advice actions thanks to a trusting relationship with the Government. Some of the TFPs

³¹ A conference on strengthening capacities in the public sector was held in Kabul on 1-2 April 2009, and provided interesting suggestions for formulating outcome indicators for strengthening activities. See ‘Outcome of the Conference on Public Sector Capacity Development Assistance in Afghanistan, component 4: Measuring Results.’

³² These are interventions often described as “soft assistance.”

recognize UNDP leadership for coordination and permit the group to act as a spokesperson to the authorities. It should be noted that UNDP is clearly the “sector-lead agency” for three donor consultation sectors: governance, environment and microfinance. This advisory role implies intellectual leadership. However many people interviewed for this evaluation believe that UNDP is lagging behind in this area, in comparison to the past when it launched innovative concepts such as sustainable human development.

2.3.3. OTHER PROGRAMME CHARACTERISTICS

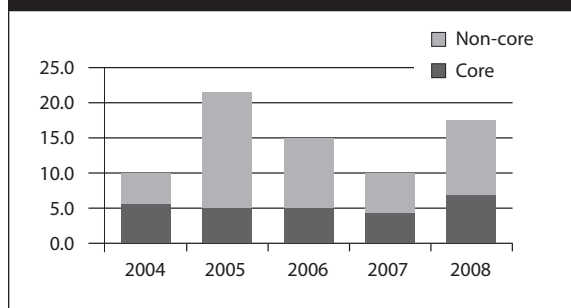
The UNDP programme implementation strategy emphasizes the **national execution method (NEX)**. Approximately 85 percent of annual UNDP expenditure is spent on national execution. Between 2004 and 2006, UNDP helped the Ministry for the Economy and Finance implement a central support unit for the coordination and management of programmes and projects under national execution. It should be noted that the period of national execution covers several different formulae; with some related to hybrid formulas between national execution and direct execution (NEX/DEX). The partial NEX formulae are often preferred by governmental services in order to accelerate payments and implementation. Different characteristics can be identified:

- recent and limited formulae for sectoral support based on common baskets managed by the governmental party according to procedures accepted by those participating in the baskets, which includes UNDP;
- the majority of projects for which resources are transferred to a separate account under Government control, but whereby UNDP must give prior approval for expenditure;

- a few projects and common baskets whereby UNDP retains management, yet makes payments upon request by the government department in question.

Annual UNDP **budget execution levels**³³ in Burkina Faso are amongst the highest in sub-Saharan Africa, rising from 71 percent in 2004 and stabilizing at 90-plus percent over the past few years for the period from 2004 to 2008.³⁴ The level of expenditure attributable to core UNDP resources and expenditure relating to other non-core resources (trust funds, partner contributions etc) has varied considerably during the past five years (Diagram 1).

Diagram 1. UNDP annual expenditure: core resources and other non-core resources, in millions/dollars



The greatest variation, between 2005 and 2006, reflects the appointment of the Government as the main beneficiary of funds allocated by the Global Fund to fight AIDS, tuberculosis and malaria. Previously UNDP was the main beneficiary.

Key financial information on the UNDP programme in Burkina Faso is given in Table 4, covering the years 2004 to 2008. The table shows a fairly high ratio for the period (8-22 percent) between administrative expenditure and total expenditure, yet in line with typical UNDP values for the region. It also shows a variable

³³ Percentage of annual expenditure in relation to the budget.

³⁴ Because the ATLAS management system was only introduced in 2004, it is difficult to obtain data for previous years.

(as previously mentioned), yet high ratio between core resources and total expenditure (28-64 percent). In Burkina Faso UNDP is in

a position not only to finance the functioning of the County Office, but also to channel net financial resources for its programmes.³⁵

| Table 4. Financial data and ratios UNDP-Burkina (2004-2008) | | | | | | |
|--------------------------------------------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| UNDP - Burkina Faso | | 2004 | 2005 | 2006 | 2007 | 2008 |
| A. Total annual expenditure | (\$USD 000) | 11,346 | 22,375 | 16,071 | 10,563 | 18,260 |
| B. Core resources expenditure UNDP | (\$USD 000) | 7,245 | 6,185 | 6,338 | 5,821 | 8,024 |
| C. Administrative expenditure | (\$USD 000) | 1,473 | 1,825 | 2,008 | 2,366 | 2,803 |
| D. Ratio administrative expenditure/ Total expenditure | (%) | 13% | 8% | 12% | 22% | 15% |
| E. Ratio own resources/ total expenditure | (%) | 64% | 28% | 39% | 55% | 44% |

Source: ATLAS, "Executive Snapshot" (June 2009).

³⁵ This situation is seen in the majority of countries in Africa, but not in the majority of countries in other regions such as Latin America and Asia.

CHAPTER 3

UNDP PROGRAMMES: DEVELOPMENT RESULTS

Based on the actual reality of the programme, the analysis given within this chapter covers the current UNDP set of thematic strategies in Burkina Faso: (i) the fight against poverty and management of natural resources, (ii) support for improving good governance and (iii) the fight against HIV/AIDS. This set of themes does not exactly follow the classification adopted at the corporate level (MDG and poverty, governance, crisis prevention and management, and energy and environment). The chapter ends with a review of several considerations impacting the effectiveness, sustainability and efficiency of activities and programme management.

3.1. POVERTY REDUCTION AND NATURAL RESOURCE SUSTAINABLE MANAGEMENT

For a Sahelian country, such as Burkina Faso, poverty reduction, the management of natural resources and protecting the environment are all directly related. Poverty reduction is inconceivable without environmental protection considerations in terms of maintaining core resources, which

feed more than two-thirds of the population. Government³⁶ faces the challenge of protecting production assets by improving the practices of rural producers, activating local mechanisms to manage natural resources, allowing for sustainable operating methods implementation, restoring damaged areas, securing access for rural populations to land resources, conflict prevention, and the fight against all forms of pollution.

It bears repeating, that 50 percent of the rural population lives under the poverty line and 67 percent of the total population depend on agriculture and animal husbandry. In the aforementioned document, the Government has set itself ambitious targets for 2015 in terms of poverty reduction (Table 5).

There is an additional key factor affecting climate change with possibly serious consequences on agro-sylvo-pastoral production and human health. It is possible that the strain on natural resources will increase the number of displaced persons, negatively impacting the Burkina Faso state budget and intensifying local conflicts.

Table 5. Forecasted poverty indicators until 2015³⁷

| Year | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
|--------------------------------|------|------|------|------|------|------|------|------|------|
| Total poverty incidence (%) | 42.6 | 43.8 | 40 | 36.5 | 33.3 | 30 | 27.2 | 24.5 | 21.9 |
| Incidence of rural poverty (%) | 50.3 | 49 | 46.1 | 42.1 | 38.5 | 34.9 | 31.9 | 29 | 25.9 |
| Incidence of urban poverty (%) | 19.7 | 19.6 | 18.2 | 17 | 15.9 | 14 | 12.4 | 10.8 | 9.8 |

³⁶ 'Strategic Paper for Accelerated Growth and Sustainable Development: 2010-2015, Concept Note,' Ministry for the Economy and Finance, February 2009.

³⁷ Ibid.

For Burkina Faso, the challenges related to poverty reduction and natural resource management are:

- to improve the balance between population growth, wealth growth and the protection of natural resources;
- to improve the living standards of rural and urban populations by providing both urban and rural settings with sewage infrastructures and fighting against various forms of pollution—particularly those affecting water resources;
- to kick-start a change in mentality and behaviour and increase the involvement of all the participating parties (most of all local ones) in the elaboration and implementation of action programmes

relating to development and environmental protection/management;

- to mobilize financial resources (internal and external) required for financing national and regional action programmes.

During the period covered under this evaluation, UNDP adopted an approach that directly links up natural resources management and poverty reduction by prioritizing women and young people in rural areas. Expenditure for this component of the programme came to \$14.2 USD million between 2006 and 2008, representing nearly 34 percent of total UNDP expenditure in the country. Table 6 shows the expected outcomes of these programmes and gives the list of current main activities.

Table 6. Programme for poverty reduction and management of natural resources

Expected outcomes (country programme action plan 2006-2010):

From now until 2010, job opportunities and income-generating activities notably for women and young people are broadened (UNDAF outcome No. 1)

- Improved quality of professional training
- Identify sectors creating jobs
- Improved institutional and legal framework for employment and income-generating activities for women and young people
- Increased availability of microfinance for women and young people

From now until 2010, improved food security for vulnerable groups and improved management of natural resources (UNDAF outcome No. 6)

- Improved production for small-scale commercial farmers
- Strengthened plan for the prevention and management of climate-related crisis and natural catastrophes
- Increased and diversified income in rural households, particularly for women
- Strengthened sustainable management of natural resources

(cont'd) ►

◀ (cont'd)

| Activity | Execution | Duration | Budget (\$USD 000) | Financing |
|-----------------------------------------------------------------------------------------|-----------------------------|-----------|--------------------|-------------------------------------------------------------------------|
| Development programme for agro-pastoral resources in the province of Namentenga (PAPNA) | NEX | 2000-2008 | 5,687 | UNCDF/UNDP |
| Improve income and food security: small-scale irrigation | NEX | 2006-2010 | 827 | UNDP |
| Improve income and food security: non-timber forest products | NEX | 2007-2010 | 569 | UNDP |
| Project to support advocacy: employment and professional training | NEX | 2008-2010 | 707 | UNDP |
| Programme to strengthen the microfinance sector (PRESEM) | NEX (DEX for UNCDF section) | 2008-2011 | 3,737 | UNDP UNCDF RCPB World Bank AfDB |
| National programme–multifunctional platforms for poverty reduction | NEX | 2004-2009 | 3,864 | Luxemburg Gates Foundation Aarhus United Shell Gov. UNDP |
| Accelerating achieving the MDG in the regions Boucle du Mouhoun and South Central | NEX | 2007-2010 | 300 | UNDP SNV |
| Programme for sustainable management of natural resources | NEX | 2006-2010 | 991 | UNDP |
| Self-evaluation for preparing the second national communiqué on climate change | NEX | 2006-2010 | 456 | FEM Gov. |

3.1.1. INSTITUTIONAL SUPPORT FOR LOCAL DEVELOPMENT WITHIN A CONTEXT OF DECENTRALIZATION

The poverty and natural resource axis has the most visible and productive balance between upstream and downstream interventions. A high number of field activities, notably in the poorest areas such as the region of Boucle du Mouhoun (Chapter 2, Table 2), have enriched the more theoretical thoughts on elaborating policy, strategies and plans and have been useful to demonstrate the feasibility of certain strategic approaches. The project to develop agro-pastoral resources in the

province of Namentenga (PAPNA) provides one of the most successful examples of this interaction between field activities and the development of national policies and strategies. According to the final evaluation³⁸ and interviews carried out by the ADR team, this joint project of United Nations Capital Development Fund (UNCDF) and UNDP project has allowed for testing the development of various instruments: consultation and active involvement in participating and planning between rural communities that contributed to the thought-process on decentralization.

³⁸ UNCDF (2008) Final evaluation PAPNA.

Some of the successful features of PAPNA are:

- the creation of an **institutional framework** and a **participative planning approach**;
- preparation of practical tools and guides for implementing village and inter-village commissions for land management and for local planning in consultation with communities (Box 2);
- investment in teaching **literacy** and training **representatives of territorial collectivities**, user groups and representatives of civil society;
- setting up a **local development fund**, of which the majority of financing (55 percent of the total volume) was dedicated to core social infrastructure investments.³⁹

The PAPNA evaluation notes that other TFPs (notably the World Bank) were able to develop similar approaches. However PAPNA was innovative through its local support for inter-village land management commissions.

The PAPNA also allowed for developing formulas for introducing local groups to micro-finance institutions. The noted absence of credit and other local financial services, which represents an obstacle to the development of economic initiatives and small, local enterprises, was one of the lessons learnt during the course of this project (Box 2).

3.1.2. SUPPORT FOR NATIONAL STRATEGIES FOR POVERTY REDUCTION

During the period covered by this ADR, UNDP played an important role in providing advisory support for achieving the MDG. Since 1997, no fewer than six national reports on human development have been published, the most recent have concentrated on corruption (2003) and the role of the private sector in sustainable development (2007-2008). UNDP also supported the development of a national strategy for achieving the MDG and an exercise to estimate the costs

Box 2. The development of agro-pastoral resources in the province of Namentenga (PAPNA)

Implemented between 2000 and 2008, the aim of this project was to reduce, on a sustainable basis, the level of poverty in agro-pastoral populations in the north of the province of Namentenga through social and economical development based on the principles of good democratic governance, local governance, providing infra-structures and services, natural resource management, and local economic development with decentralization as the target.

The PAPNA contribution to the national debate on decentralized governance was notable in the field of institutional support and

planning. The implementation of the Local Development Fund allowed rural organizations to familiarize themselves with the local development planning and programming system, to respond to the priority needs of core communities.

The project revealed the pertinent link between decentralization and rural development. The practice of local, participative planning allows populations to have increased knowledge of the local land and resources, and to seek out common solutions in managing land/resource development.

The project highlighted the capacity of rural populations for managing small, local development funds. Populations are ready to mobilize their own resources; once they are assured of their effective use in response to their needs. This builds up their personal sense of responsibility.

The absence of decentralized credit mechanisms in the north of the zone seriously hampered rural groups. The project revealed the necessity to take into account the poorest strata of the population and underscored the importance to link micro-finance with local development financing activities.

Source: Final evaluation of the PAPNA project, United Nations Capital Development Fund, July 2008

³⁹ Fifteen percent for small projects targeting women, 8 percent for agro-water installations and 22 percent for the protection of natural resources.

of achieving the MDG in eight sectors. UNDP and a Dutch agency, Netherlands Development Organisation (SNV), also provided technical and financial aid for a project intended to accelerate achieving the MDG in the Boucle de Mouhoun and South Central regions.

In general, these activities contributed effectively to the national efforts concerning the MDG. Nonetheless it is regrettable UNDP was not always able to further capitalize on its efforts, especially by a wider application and a more intensive utilization of its national-level relations regarding human development.

3.1.3. PROFESSIONAL TRAINING

In the area of employment and professional training, UNDP gave support to the Ministry of Youth and Employment and to the National Observatory for Employment and Professional Training in order to help them improve the quality of professional training and information about the job market. This is a new project and it is not yet possible to judge its results; however, activity appears somewhat marginal in relation to the central themes of the Programme developed by UNPD. Other short-term interventions made it possible to help disabled women or deprived youths in the Hauts-Bassins region.⁴⁰

3.1.4. IMPROVEMENT OF INCOME AND FOOD SECURITY FOR VULNERABLE GROUPS (ARSA)

The main object of the UNDP efforts in the area of income and food security concerned field projects intended to mainly help women and young people. The first component related to **small-scale irrigation** to promote production by small-scale agricultural producers through the general adoption of good agricultural practices, appropriate technologies for water management and the promotion of promising agricultural commodity chains.

Another example concerns the PAPNA hydro-agricultural infrastructure. According to available sources (evaluation of PAPNA, interviews and field visits by the ADR project staff) there are promising opportunities for small-scale irrigation and the spread of good agricultural practices as promoted by UNDP and UNCDF projects creating an improvement in income and food security for households.

The food situation of households, particularly as concerns children, was not subject to systematic monitoring. The information that we have, which is somewhat anecdotal, consists of several examples of increased production and agricultural yield.⁴¹ In view of the prevalence of malnutrition in Burkina Faso and the UNDP objective of improving food security, more attention should have been paid to the quality of this data.

The second component of the ARSA project concerns the valorization of **non-timber forest products**. The principal objective here is to contribute to the increase of incomes and food security for vulnerable groups thanks to profitable and sustainable exploitation of natural resources, specifically secondary, renewable non-timber products: fruits, grains, honey, tree sap or latex, and edible insects. This programme is closely linked to conservation and natural resource protection.

These interventions featured innovative approaches but the design required certain adjustment, especially in the technical aspects and real participation of the eventual beneficiaries in defining concrete actions. These projects would benefit from a “commodity chain” approach.

During field visits, the evaluation team was able to view an example of a small-scale irrigation project at Badala. The project was slowed down due to lack of time management and coordination for the delivery of 20,000 manioc shoots

⁴⁰ The project for disabled women received support from UNDP goodwill ambassadors, the sportsmen Ronaldo and Zinédine Zidane. The project for the youth of the Hauts-Bassins region benefited from cooperation between the United Nations Volunteers (UNV), Luxembourg and the Government of Burkina Faso.

⁴¹ UNCDF (2008) Final evaluation of PAPNA.

in December 2008.⁴² The group of women responsible for the project, who had been repatriated from the Ivory Coast, was expecting the delivery to occur several months later in line with the agreed schedule. Instead they were forced to remove and burn existing plants that were not ready for harvest in order to plant the new shoots. The team also met two groups of women, in Dédougou and Tchériba, engaged in the transformation and commercialization of non-timber forest products.

The project for the development of non-timber products has proven so popular that over-exploitation is now feared, with negative consequences for resource conservation. This is not the only unexpected impact of the project. It was discovered that in a number of areas, men—including businessmen—are attempting to take over the irrigation project from the women's groups in order to reap the profits.

In Dédougou, the evaluation team observed an excellent example—and unfortunately, a rare one⁴³—of synergy between various activities supported by UNDP. A group of women, also repatriated from the Ivory Coast, were attempting to transform and commercialise manioc. In order to do this they obtained equipment from the multifunctional platform project and bought several manioc shoots from the small-scale irrigation project at Badala.

3.1.5. STRENGTHENING OF THE MICROFINANCE SECTOR

UNDP is the sectoral lead organization for TFPs in the microfinance sector. The Programme to strengthen the microfinance sector (PRESEM) was authorized in 2007 and its activities began in June 2008. It is interesting to note that this new activity was preceded by essential support activity from UNDP and other partners, leading to the development of a National Strategy for microfinance (2005-2015) and an action plan for

its implementation, which were adopted in 2005 and 2006, respectively. UNDP also contributed to the organization of a national conference on microfinance in 2003.

The PRESEM is co-financed by the UNCDF, UNDP, the World Bank and the AfDB. The Government will implement PRESEM in cooperation with the Réseau des Caisses Populaires (RCPB), which is a federation of credit and savings cooperatives founded in Burkina Faso 37 years ago. This federation has established concrete linkages with other UNDP initiatives such as the Programme to support community groups working in AIDS/HIV related fields (PAMAC), the project for the exploitation of non-timber forest products, as well as the multifunctional platforms.

The main partners participating in the Programme have chosen to create a **common basket** managed by the Government and administered in accordance with national procedures. UNDP intends to participate in this common basket.

The support of UNDP in the elaboration of the microfinance strategy and the elaboration of the PRESEM has been important to the Government officials responsible for the project. UNDP has given assistance to many activities and has been able to stimulate interest from other partners who have joined the Programme. Thus the UNDP role of sectoral lead agency has been appreciated by the Government.

The PRESEM has just begun operating and it is not yet feasible to formulate a complete analysis nor to evaluate it. Whether the design of the PRESEM and the choice of the model involving **Caisses Populaires** can actually benefit the poorest levels of the population remains to be verified. Many elements will contribute in determining the outcome, such as the guarantees required for loans, interest

⁴² It appears that the early delivery resulted from time constraints on a donor, not from errors in operational logistics.

⁴³ The case of positive synergy between ARSA and multifunctional platforms at Fada was also mentioned to the evaluation team.

rates,⁴⁴ transaction costs and **Caisses Populaires'** ability to adapt its savings bank and credit services to the needs and economic conditions of poor people, who constitute a special clientele. It will also be important for UNDP, the UNCDF and their partners to carefully target interventions in geographical and socioeconomic terms and to make sure that microfinance is well integrated with other activities being promoted (for example small-scale irrigation, non-timber forest products, and multifunctional platforms).

3.1.6. SUPPORT FOR INSTITUTIONS AND PUBLIC POLICIES THAT AFFECT THE ENVIRONMENT

The Programme for sustainable management of natural resources (PGDRN) concerns the implementation of national environment policies through the strengthening of capacities of governmental institutions, mainly the Permanent Secretariat of the National Council for the Environment and Sustainable Development (SP/CONEDD) and groups on behalf of the private sector and certain NGOs. UNDP has also supported the Network for Information and Environmental Documentation in Burkina Faso, including the publication of 'Our Environment,' a quarterly information bulletin. In the Programme framework, UNDP also participated in the finalization of the Environmental Code and Forest Code as well as their dissemination.

In parallel fashion, UNDP carried out pilot projects in order to make national policies and strategies operational and to attract interest from other partners through leading by example. Thus in 2008 UNDP proceeded to produce an inventory of greenhouse gases that would allow areas vulnerable to climate change to be clearly identified, including proposals for appropriate responses. Another innovative activity concerns support for the national authority designated to facilitate Burkina Faso's

access to the carbon-market network through the mechanism of internal development, which is part of the Kyoto Protocol. This support has two parts: mitigation through promotion of the carbon market and reduction through elaboration and implementation of a national action programme.

3.1.7. ENERGY AND POVERTY: MULTIFUNCTIONAL PLATFORMS

The initial concept of multifunctional platforms was developed during the 1990s in the framework of a regional project supported by the United Nations Industrial Development Organisation (UNIDO) and the International Fund for Agricultural Development (IFAD). Support from UNDP for platforms in Burkina Faso began in 2004 after a pilot phase. Similar projects supported by UNDP exist at present in Ghana, Guinea, Mali and Senegal. Support to multifunctional platforms is one of UNDP's flagship projects and has attracted a significant amount of financing.⁴⁵ The Programme has also been able to tap funding sources from the public sector and the private sector, including companies such as Shell and the Bill and Melinda Gates Foundation.

UNDP has played a pioneer role in the implementation of platforms in Burkina Faso and this Programme has become one of the most important, not only because of its impact on poverty and on the role of women in production and management activities, but also as an activity that has been able to attract additional financing. The platforms have thus played an important role of social engineering, giving an opportunity to women to get involved in the management of economic activities. It is now appropriate for UNDP to capitalize on these successes, not by participating in the geographical extension of the Programme—other donors are already directly engaged in this—but by pursuing experiments with more profitable formulas using more locally appropriate technologies.

⁴⁴ The interest rate charged by **Caisses Populaires** in the framework of microfinance fluctuates between 8.75 and 9.75 percent, compared to 10 or 12 percent charged by commercial banks. It should also be noted that since 2009 all banks are allowed to engage in microfinance programmes. The **Caisses Populaires** network will have to adapt to this new environment through better geographic and sectoral targeting.

⁴⁵ In 2009 the Government of Luxembourg announced an additional contribution of €5 million, with € million to UNDP programmes.

Box 3. The multifunctional platform programme

A multifunctional platform (MFP) consists of a diesel motor that provides power for various types of tools such as grain milling equipment, hulling and husking equipment, alternators, battery chargers, pumps, welding equipment, woodwork machinery, etc. The platform also facilitates the distribution of water and electricity.⁴⁶ Platforms are intended to increase the productivity of women in rural areas and to save them time and energy as well as creating a means of producing income. The time saved per woman has been estimated at two to six hours per day.

The enthusiasm generated by the Programme comes from the average annual results of close to 200,000 CFA francs per year per profitable platform, even though a large number of platforms (83 percent in 2007)

are not profitable—the annual loss per platform amounting to about 140,000 CFA francs. This loss is not very great and represents only 21 percent of the profitability threshold, which means that these MFPs can be profitable if the income generated increases by a small amount or if costs go down by a small amount. Almost all MFPs possessed a capacity for positive self-financing (7 percent of the value of the equipment) during the period from 2005 to 2007.

The platforms have had a positive impact on social mobilization, the strengthening of the organizational level of groups and associations and their management capacity, as well as on the quality of agricultural production (diversification and valorization). The MFPs have contributed to the introduction of new activities

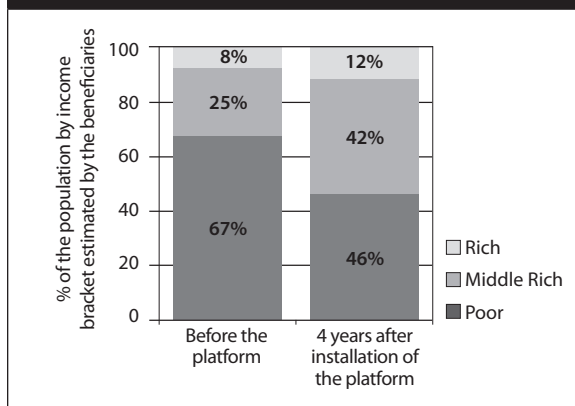
and services (easier access to information, video, mobile tele-phones) thanks to the availability of recharging points.

According to the UNDP Office, the platforms have helped increase average incomes in villages that have been using them for four years.

In order to consolidate the impacts of MFPs it will be important to increase their yield through greener production methods in order to improve profitability, while simultaneously reducing environmental pollution and long-term debts. Greener production improves the health and security of workers and reduces the risks of accidents. Consolidation will also involve regulations regarding the status and ownership of MFPs.

Source: UNDP and the Ministry of the Economy and Finance (2007): 'Mid-term Evaluation of the National Multifunctional Platform Programme for Poverty Reduction'.

Evolution of wealth in villages after installation of the platform



Overview of the effectiveness of interventions: poverty and natural resource management

As a preliminary overview, taking into account expected results (Table 4), the main achievements may be summarized as follows: interventions by UNDP and its partners have given support to local development in a decentralized context, supplying tools and guides for local planning, and helping to disseminate practical skills among the leaders of local collectivities.

Additionally UNDP has promoted innovative approaches in the valorization of non-timber forest products and in the rural energy component. Nonetheless these technologies have not been fully mastered; in the majority of

⁴⁶ This definition is taken from the Multifunctional Platform Network website; www.ptfm.net.

cases an in-depth review of design is necessary, especially as this concerns an improvement in economic profitability and the introduction of greener production methods. For example, this is the case with multifunctional platforms or small-area irrigation.

The effective ownership of innovative technology by the most deprived population groups is a subject that has not been monitored closely enough. In the areas of agricultural production and microfinance there are risks linked to the volume of initial investment, the design of services, or weakly participative approaches that could hamper the access of poorest persons to financial services (due to insufficient levels of savings, real guarantees for credits, difficult access to markets, etc.). These are typical problems in rural development and could have been the subject of knowledge-sharing with specialized organizations active in Burkina Faso, such as the Food and Agriculture Organization of the United Nations (FAO) and IFAD.

In the area of poverty reduction and sustainable management of natural resources, UNDP has been able to develop a well-balanced programme in terms of upstream and downstream interventions, containing innovative elements that are attractive to other TFPs. Measurable results have been achieved as regards the beneficiary groups and the targeted communities. Nonetheless, the large number of field activities and the lack of adequate human resources have resulted in a need for direct monitoring of UNDP activities. During the field visit, the evaluation team observed that UNDP staff rarely visited the projects.

The initial programme for this axis of intervention had also planned to strengthen the framework for preventing and managing crises resulting from climate change or natural catastrophes. The national framework for crisis management was implemented, but it remains necessary for the country to adopt laws setting out actions for crisis prevention and management. The responsibility for supporting this process does not necessarily belong to UNDP, but the Office could bring this need to the attention of the authorities and its partners.

3.2. SUPPORT FOR IMPROVING GOOD GOVERNANCE

As we have already emphasized, the 2001-2005 Programme cycle was based on the SFPR adopted in 2000 and thus laid the groundwork for activities that are still ongoing. In the area of good governance, the most significant results achieved up to 2005 are mainly connected to upstream interventions that contributed to the shaping of a political and strategic framework in several areas. Along these lines, UNDP contributed to a prospective study, 'Burkina 2025',⁴⁷ which continues to sustain the strategic thinking of the Government. In the fight against corruption, UNDP was among the first⁴⁸ to document this serious problem in its national report on human development produced in 2003,⁴⁹ which in many ways served as a trigger for a number of anti-corruption activities. Also during this period, UNDP contributed to the elaboration of a new national policy for good governance,⁵⁰ and provided support for the elaboration of the strategic plan for the development of Parliament (2004-2014)⁵¹ and the first plan of priority actions (2004-2005).

⁴⁷ 'National Prospective Study Burkina 2025,' National Prospective and Strategic Planning Board.

⁴⁸ Members of civil society also actively documented this theme; see for examples the annual reports of REN-LAC (national anti-corruption network).

⁴⁹ 'Human Development Report: Corruption and human development- Burkina Faso,' UNDP 2003.

⁵⁰ 'National Good Governance Policy 2005-2015,' Ministry for Public Services and State Reform, Ouagadougou 2005. This new document replaced the national plan that covered the period of 1998-2003.

⁵¹ 'Strategic Plan for Developing Parliament Burkina Faso 2004-2014,' National Assembly, Ouagadougou, September 2004.

For the 2006–2010 period, expected results for the support programme for good governance are aligned with the relevant results indicated in the SFPR and in the UNDAF, which is itself aligned with the SFPR. The UNDP programme is summarized in Table 7, which describes expected

results and activities that are underway. Expenses related to good governance had reached a cumulative total of \$11.4 million USD at the end of 2008, amounting to 27 percent of the expenditure of the Country Office.

Table 7. Programme of support for good governance 2006-2010

| Expected effects (Plan of action for the Country Programme, 2006-2010): | | | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|-----------|--------------------|----------------|
| The capacities of the institutions that guarantee the four components of good governance are strengthened with regard to the defense of human rights (UNDAF outcome No. 4): | | | | |
| <ul style="list-style-type: none"> ▪ Supported public management that is effective and transparent ▪ The involvement of civil society in public life is consolidated ▪ Promotion and protection of human rights is intensified ▪ Decentralization and citizen participation in local management are improved | | | | |
| By 2010, a culture of tolerance and peace in Burkina Faso is strengthened (UNDAF outcome No. 5): | | | | |
| <ul style="list-style-type: none"> ▪ A culture of equity, justice and social dialogue is strengthened at the level of targeted populations ▪ Reduction in number of cases of social conflict ▪ Reduction of banditism ▪ Increased proportion of the population having access to information for achieving peace | | | | |
| Component/Activity | Execution | Duration | Budget (\$USD 000) | Ext. financing |
| Component 1: Programme to strengthen the capacities of republican institutions and civil society | | | | |
| Support for a Programme of priority actions in the strategic plan for the development of Parliament (PAPAP) | NEX | 2006-2010 | 1,208 | UNDP DGTTF |
| Support for an African Peer Review Mechanism (APRM) | NEX | 2007-2010 | 258 | UNDP |
| Electoral processes and systems: support for the National Independent Electoral Commission (CENI) | NEX | 2006-2010 | 600 | UNDP DGTTF |
| Project to strengthen capacities of civil society organizations in Burkina Faso (PRC-OSC) | NEX | 2007-2010 | 600 | UNDP |
| Component 2: Programme to strengthen capacities of institutions that guarantee good economic and administrative governance | | | | |
| Project to strengthen capacities of the General Directors for cooperation in coordination and monitoring of management for development Programmes and projects | NEX | 2007-2009 | 1,089 | UNDP |
| Programme to strengthen administrative governance and the coordination of the national policy for good governance (PRGA-PNBG) | NEX | 2006-10 | 1,750 | UNDP |
| Project to strengthen economic management capacities (REGE) | NEX | 2006-2010 | 352 | UNDP |

(cont'd) ►

◀ (cont'd)

| Component/Activity | Execution | Duration | Budget (\$USD 000) | Ext. financing |
|-----------------------------------------------------------------------------------------------------|--------------|-----------|--------------------|-----------------------|
| Component 3: Programme of support for the process of decentralization and local development | | | | |
| Support for decentralization and citizen participation (ADEPAC) | NEX | 2007-2010 | 2,360 | UNDP |
| Support for rural communes and inter-community initiatives (ACRIC) | NEX | 2009-2013 | 3,943 | UNCDF UNDP DED* |
| Cross-border cooperation in the zones of Sikasso, Bobo-Dioulasso and Banfora | NEX | 2008-2010 | 137 | Gov. UNDP |
| Component 4: Programme to promote human rights and a culture of peace and gender sensitivity | | | | |
| Support for an action plan to deploy local police (PROPOLICE) | NEX | 2007- ? | 501 | Belgium UNDP |
| Support for promotion and protection of human rights in Burkina Faso | Comm. basket | 2009-2010 | 100 | UNDP |

The 2006–2010 programme for good governance is divided into four parts with the following principal characteristics:

- (i) **Strengthening of capacities:** The previous cycle emphasized developing strategic frameworks, plans and laws. But the current cycle focuses on supporting the implementation of these plans and policies, especially through programmes for strengthening capacities. These programmes include training, technical and material support. These efforts have mainly focused on strengthening national execution and formulation capacities, implementation, monitoring, policy evaluation and management, and programmes and development projects under the Department for Cooperation within the Ministry for the Economy and Finances. UNDP also provided support for the Parliament, an African Peer Review Mechanism (APRM), the National Independent Electoral Commission (CENI), the higher Authority for State monitoring and the Permanent Secretariat for institutional arrangements. This was done to guide the national good governance policy under the Ministry for Public Services. Another project is aimed at strengthening capacities

of civil society organizations. This project is now in its initial stages, after an intensive consultation phase with its partners. The project, however, has raised some criticism, particularly from existing associations who hoped to become partners in the execution of the UNDP project.

- (ii) At the same time, **certain downstream interventions** have been implemented. These concern activities linked to decentralization; after having contributed to the development of the legal⁵² and political framework, UNDP is now supporting the decentralization process through the creation, distribution and testing of planning and management tools to be supplied to local and regional communities. UNDP support of organizing workshops on effective planning is also contributing to the startup of a cross-border pilot experiment focusing on the Sikasso/Bobo-Dioulasso/Banfora triangle covering the south of Mali and part of Burkina Faso. This initiative is intended to provide more opportunities for common, local development actions and for dialogue and consultation between the various actors of the region. The purpose is to create a legal framework on which the

⁵² "Law no. 055-2004/AN, General code relating to territorial collectivities in Burkina Faso and applicable law," National Assembly, April 2005.

Box 4. Project to support Parliament

Since the beginning of the decade, UNDP has been involved in a support programme for the National Assembly, which is a key republican and democratic institution. UNDP thus assisted the Office of the National Assembly in formulating a strategic development plan for the period from 2004 to 2014 and two successive priority action plans (PAP) each two years in length.

The current project aimed at supporting the implementation for the PAP for 2006-2007. However this project was slowed down to a great extent in 2007 because of legislative elections and the installation of a new legislature. A new PAP for 2009-2010 is being written. The project covers a variety of activities for strengthening capacities including among other things: training courses in cooperation with foreign Parliaments, exchange visits with neighbouring countries, field visits by parliamentary commissions, support for caucuses or networks of deputies (keeping in mind the MDG, corruption, gender issues

and HIV/AIDS), the organization of annual meetings between deputies and local elected officials, and providing equipment, namely computer-related. However some members of Parliament, who met with the evaluation project, noted, UNDP recruitment of technical staff was rather slow and the short duration of contracts was harmful to the continuity of initiatives.

According to the NGO Centre for Democratic Governance (CGD), the effectiveness of the National Assembly has improved since 2003. According to an opinion survey carried out in 2008 by CGD, 68 percent of the population had confidence in the National Assembly. Nonetheless, the role of this institution must be further strengthened. The weakness of the opposition (only 10 deputies out of 111) does not allow effective checks on the Government, and legislative initiatives coming directly from Parliament are still quite exceptional.

These things notwithstanding, the project has attained positive results, especially in the following areas:

- 1) It has established a consultation and dialogue mechanism between members of the National Assembly and local elected officials. A fifth annual meeting of this forum will be held in 2009. In addition, a framework for dialogue between members of Parliament and civil society has been established.
- 2) Thematic visits from members of Parliament to the field and strengthening of the capacities of the Parliament's press office have contributed to an improvement in relations between national elected officials and the population.
- 3) UNDP has made effective use of the entry point provided by this project: To engage in advocacy regarding certain key questions mentioned above. Advocacy with regard to various issues in cooperation with Parliament could still be strengthened and intensified in order to make the best possible use of this platform.

national administrations and local elected officials can base mutual support and act in a concerted manner in border areas. The latter project also benefits from ECOWAS support. In addition UNDP is partnering with the UNCDF in a project, which began in 2009, to support rural communities and inter-community initiatives.

(iii) **Innovative approaches** have also been successfully pursued by the Country Office. In the field of good governance, we should highlight the aforementioned cross-border project and the adoption of an implementation strategy that uses a common basket managed by the Ministry for the promotion of human rights.⁵³ During this

⁵³ Project approval finally occurred in May 2009, so it is too early to evaluate the results. The choice of sectoral support through common basket funds as a method of implementation was innovative, see Section 2.4 of this report for an in-depth discussion.

period UNDP also cooperated with the United Nations Volunteers (UNV) to set up a national system for volunteering.

- (iv) However a **certain scattering of efforts** could lower the general effectiveness of UNDP interventions. At least one project—a plan to support local police—was not expressly planned as part of the Programme and is outside of fields traditionally considered to be areas of proven expertise for UNDP (Box 5). Although the need was real and the Government considered the matter a priority for human security, it seems that the Office took on the project more as a result of a request from a donor than by reason of its coherence with the rest of the Programme.

Overview regarding the effectiveness of interventions—governance

In conclusion the support programme for good governance is generally relevant and its activities, apart from the exceptions mentioned above, are characterized by good continuity and programmatic logic as concerns the two cycles being assessed. In general the partners of UNDP, those in the Government, donors and those from civil society are in agreement in saying that UNDP

enjoys a considerable comparative advantage in the field of good governance. The organization involves itself constructively in matters of coordination and plays the role of a lead manager in the framework of consultation with TFPs for good governance.

It should nonetheless be noted that some bilateral partners and members of civil society criticize what they see as too much caution on the part of UNDP, especially when it is a matter of intervening with the Government in connection with sensitive questions—such as those involving human rights or corruption. The UNDP Office has responded by saying that dialogue is always preferable to confrontation and its long experience in the country puts it in position to establish this dialogue in an effective manner.

3.3. HIV/AIDS CONTROL

The 2001 National Report on Human Development has already shown that the HIV/AIDS pandemic was directly affecting the national, socioeconomic situation and that it was responsible for a significant constraint on development in Burkina Faso.

Box 5. Support for local police (PROPOLICE)

Following an increase in the cross-border circulation of arms and a resurgence of banditism, the Government wished to intensify cooperation between police forces and the population in order to improve human security. Beginning in 2007 UNDP got involved in a support programme for local police that included training, production of informational literature and support for the distribution of this material. The project has slowed down on a number of occasions due to a work plan that was too ambitious and significant delays in

the actual transfer of funds pledged by the donor. By the middle of 2008, nearly 2,700 local security committees had been set up out of a total of 4,178 already designated. The number of armed attacks declined from 1,089 in 2003 to 335 in 2008.* These satisfactory results are due in part to the improvement of security in certain neighbouring countries, but also to greater effectiveness on the part of police forces. In conclusion this project answered a real national priority and has had very positive effects.

It is still the case that UNDP is involved in an area that does not correspond to its mandate, in which the organization does not have proven expertise; its involvement appears to be the result of a financing opportunity. Such initiatives outside the planned framework of interventions result in a scattering of efforts, strain the human resources of the Country Office, and pose a risk to the general effectiveness of the organization.

* The data cited in this information box was provided by the Ministry of Security.

In 2001 the authorities adopted the first strategic framework for the fight against HIV/AIDS (CSLS), the main objective of which was to improve coherence between various interventions at the national level. In line with this move, a National AIDS Control Commission (CNLS) was created that same year under the leadership of the president of Burkina Faso. The multisectoral approach to the fight against HIV/AIDS is also characterized by a significant mobilization of community organizations at the grassroots level.

On the basis of a participatory process with TFPs, community organizations and civil society, in 2005 the Government elaborated a second strategic Framework for the period from 2006 to 2010. This new CSLS is intended to achieve the following results by 2010:

- priority target groups shall adopt lower-risk behaviours;
- interventions focusing on the fight against HIV/AIDS and sexually transmitted infections (STIs) shall be decentralized at all levels;
- overall care and treatment for persons suffering from HIV/AIDS shall be improved;
- the organizational and coordination capacities of CNLS bodies, NGOs and associations and community groups intervening in the fight against HIV/AIDS and STIs shall be strengthened;
- the management capacity for mobilization of resources shall be operational;
- the participation of sectoral actors (public, private and civil society) and TFPs shall be strengthened;
- a system of information and communication on this topic shall be operational.

The UNS, in its 2006-2010 UNDAF,⁵⁴ plans to assist the Government in the fight against HIV/AIDS in accordance with the strategies included in the second CSLS. These actions are implemented in accordance with annual National Multisectorial Plans.

Support for the fight against HIV/AIDS, as included in the UNDP Country Programme (2006-2010) and in its action plan, is organized in terms of the two large programmes indicated in Table 8. The total expenditure related to HIV/AIDS recorded for the period from 2006 to 2008 amounts to \$15.6 million USD,⁵⁵ which represents 37 percent of total UNDP expenditure in the country, making this line of intervention the most important in monetary terms.

During the 2001-2005 period, the UNDP assistance essentially related to:

- support for the elaboration of a Strategic Framework in the fight against HIV/AIDS. the implementation of a coordination agency and the National AIDS/HIV Control Commission and its Permanent Secretariat;
- support for the mobilization of resources;⁵⁶
- implementation of PAMAC in 2003 for an initial period of three years, with initial UNDP financing of \$1.5 million USD;
- partnership with the Global Fund to fight against HIV/AIDS, tuberculosis and malaria, which allowed \$22 million USD to be mobilized in 2004 and 2005.

In the current programme cycle, UNDP continues to support the implementation of the strategic Framework for the fight against AIDS and STIs through institutional support for the Permanent

⁵⁴ UNDAF outcome No. 7 specifies the following: "By 2010, the national response to HIV/AIDS shall be strengthened and intensified."

⁵⁵ The difference between this figure and the values appearing in Table 8 represent amounts contributed to the PAMAC common basket piloted by the SP/CNLS and managed financially by UNDP until 2008.

⁵⁶ \$95 million USD was pledged at the Round Table on HIV/AIDS in June 2001. The Round Table of 2006 allowed receipt of 90 billion CFA francs out of the 95 billion expected.

Table 8. Programme for strengthening and intensifying the national response to HIV/AIDS

| Expected outcomes (Country Programme Action Plan 2006-2010): | | | | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|-----------|---------------------|-----------|
| <ul style="list-style-type: none"> ▪ Institutional and operational capacities for coordination bodies and institutions for the entire group of key actors shall be strengthened; ▪ Partnerships, coordination and advocacy for the mobilization of resources shall be strengthened; ▪ Accessibility and usage of prevention services shall be increased; ▪ Accessibility and quality of overall services (care, treatment, community mental health care, social and legal protection for infected and affected persons and orphans and vulnerable children) shall be strengthened; ▪ Evaluation monitoring of the response, epidemiological surveillance and information management shall be increased. | | | | |
| Programme | Execution | Duration | Budget (\$ USD 000) | Financing |
| Support for the Permanent Secretariat of the National AIDS/HIV Control Commission (SP/CNLS) | NEX | 2006-2010 | 2,000 | UNDP |
| Programme to support community groups working in AIDS/HIV related fields (PAMAC) | NEX | 2006-2010 | 3,000 | UNDP |

Secretariat of the National AIDS Control Commission (SP/CNLS) and in relation to civil society through PAMAC (support programme for community groups). According to the results published in the UNAIDS 2008 report, the average prevalence of HIV infection in the adult population between 15 and 49 years of age at the end of 2007 was estimated at 1.6 percent. The report also confirms the feminization of the AIDS epidemic. In fact, the prevalence of HIV among young women between 15 and 24 years of age is 0.9 percent; among men of the same age group, the rate is 0.5 percent.

3.3.1. SUPPORT FOR SP/CNLS

This project focuses on two objectives:

- to increase the organizational and functional capacities of departments in the SP/CNLS and in three of its regional branches;
- to increase the technical capacities and competences of the central unit responsible for planning, implementation, monitoring and evaluation of activities in the fight against HIV/AIDS.

UNDP support for the SP/CNLS has focused on strengthening the capacities of SP/CNLS through institutional support; not only for operations, equipment and projects, but also for training Commission members and financing their participation in international meetings.

Principal results achieved to date focus on:

- strengthening capacities of several regional branch offices in the fight against HIV/AIDS and STIs, and staff training for these bodies in planning, programming, and monitoring and evaluation of activities;
- support for a midterm review of the CNLS along with other donors;
- strengthening of institutional capacities of the SP/CNLS for the monitoring of activities financed by the Global Fund, and support of the implementation process for effective mechanisms of financial programming and common basket management;
- the elaboration of a communication plan for the SP/CNLS in order to make the system of information and communication operational as regards the national response;

- UNDP advisory support for the implementation of a project integrating HIV/AIDS in the SFPR, which included the following components: the involvement of actors in the fight against HIV/AIDS in the process of revising the SFPR, making sure HIV/AIDS is taken into account in sectoral plans for at least five development sectors, and monitoring of financial flows in the fight against HIV/AIDS. This initiative is part of the framework of a regional project covering 14 countries, including Burkina Faso, and it has benefited from the support of the World Bank and UNAIDS added to UNDP support.

UNDP also provided support for the organization of a conference in 2008 CNLS in the UEMOA zone in cooperation with UNAIDS and UEMOA. This new framework for regional consultation, which features Burkina Faso as its president, will allow Permanent Secretaries of the CNLS in the UEMOA zone and Mauritania to develop common strategies and exchange ideas on all aspects of the fight against HIV/AIDS.

SP/CNLS is the principal actor in the fight against HIV/AIDS in Burkina Faso and has benefited from UNDP support since its creation. According to the directors of the Secretariat, UNDP action has been particularly useful in communicating the importance of seeing HIV/AIDS as a multisectoral and cross-cutting problem in supporting the elaboration of national policies and strategies and in mobilizing other TFPs including the Global Fund.

SP/CNLS still has poor monitoring and evaluation performance. The central unit responsible for this job does have a database and a system for decentralized reporting, but the process whereby data is accessed from the database or

acquired via various ministerial departments still faces difficulties. At present the small amount of financing earmarked for monitoring/evaluation does not allow better equipment to be obtained. SP/CNLS is aware of this problem and intends to remedy it.

UNDP played the role of primary beneficiary of contributions from the Global Fund during an initial period of two years. The transition to governmental management of Global Fund contributions did not occur without problems and was subject to significant delays before being successfully deployed at the end of 2006. UNDP contributed to strengthening the management capacities of SP/CNLS in advance of this transition.

The CNLS has its own common basket funded by numerous donors and by the national budget of Burkina Faso. This common basket is managed by the Financial Management Unit of SP/CNLS. The Country Office of the UNDP participates in this common basket and has obtained from UN HQ a derogation allowing it to adopt the six monthly reporting procedures accepted by the other stakeholders.

3.3.2. SUPPORT FOR PAMAC

Many associations fighting against HIV have been set up in Burkina Faso since the late 1990s. These associations have worked in the major areas of the fight through raising awareness, voluntary counselling and screening,⁵⁷ and care and treatment for sick persons, often filling gaps left by national institutions. They have been able to develop innovative initiatives, but they have required technical and financial support in order to continue their activities. In response to this requirement the PAMAC was set up in 2003 with technical and financial assistance from UNDP, as the result of a SP/CNLS initiative.

⁵⁷ Screening for HIV infection involves a blood test that identifies the virus itself or the antibodies that the body manufactures in order to defend itself against the infection.

The project was designed as a multi-donor, common basket with the objective of obtaining \$25 million USD in financing for the period from 2006 to 2010. The programme allows for the pooling of financial, human and technical resources necessary for the promotion of programmes that are harmonized between associations and groups, which invest in the fight against HIV/AIDS. PAMAC's actions take place in four main areas:

- prevention;
- voluntary counselling and screening;
- community-based care;
- institutional support for structures involved.

The fight against HIV/AIDS is a long-term one. Getting people to change their behaviour and the necessity of supporting universal access to anti-retroviral drugs are permanent challenges. In addition building up independent and stronger leadership on the part of associations involved in the fight against HIV/AIDS is essential.

The 2007 creation of a Coalition of Burkinabe groups and networks fighting against AIDS (CORAB) benefited from PAMAC assistance.

At present this body has a strong community component and is deeply involved in the process of elaborating the request, which Burkina Faso intends to submit to Round 9 of the Global Fund. In the medium term CORAB could become the group of reference for strategy and coordination of actions on behalf of communities that work daily to improve conditions of life and to guarantee dignity for the victims of HIV. If this happens, then the role of PAMAC will need to be reviewed, but it would be premature at this time to abandon an essential body that links together networks of associations and state institutions.

Overview on the effectiveness of interventions: The fight against HIV/AIDS

At this time UNDP interventions are too recent and the statistical database insufficient to evaluate the eventual effects on the population of the spread of HIV/AIDS. Still, available elements show a contribution made by the UNDP initiatives, although sometimes indirect, is nevertheless important. The most evident achievements are concentrated in these areas:

- strengthening the capacity of SP-CNLS for planning and communication;

Box 6. PAMAC results in 2008

In terms of 2008 results, PAMAC provided technical and financial support in the field of HIV prevention to 375 associations, including 150 direct beneficiaries and 225 cases of indirect support. In some cases this support had a nationwide reach. Such was the case, among others, with prevention efforts aimed at young people, disabled persons, women in rural environments, truck drivers and sexual minorities. Specific prevention activities were also implemented in zones with heavy

migration, such as large cities and gold-panning sites. Overall 201,818 voluntary and anonymous tests were carried out in 2008. A total of 6,868 persons were identified as seropositive, representing a percentage of 3.4 for all tests.

It should be noted that associations linked to PAMAC administered about 70 percent of the tests carried out nationwide.

PAMAC also provided institutional support for associations and communities through consultation

meetings at the regional level, training for the management of voluntary screening centres, legal and administrative support, and contributions to operating expenses for 103 associations and salaries for 456 community actors.

These results have allowed PAMAC to play an important role in the structuring of community actors in strengthening capacities, decentralizing services and, especially, providing access to voluntary testing centres at the national level.

Source: Report on PAMAC activities, December 2008

- support for innovative initiatives promoted by civil society (information, prevention, voluntary screening, community-based care and treatment);
- support for targeting of prevention activities in order to reach more people in vulnerable categories and sexual minorities.

UNDP has participated in common baskets in this field, which have contributed greater coherence and uniformity among approaches. This does not yet comprise the alignment in monitoring (a report/monitoring system for all the members of the basket). UNDP, following instructions from UN Headquarters, continues to demand separate periodic reports.

3.4. UNITED NATIONS SYSTEM JOINT PROJECTS

In the UNS coordination framework, participating agencies have set up joint projects that are focused on the following interventions (Table 9).

Some of these projects especially benefit the agencies themselves, whose capacities are strengthened. Such is the case for the institutional analysis for gender response and for the promotion and protection of human rights. Other projects constitute a pooling of resources by participating agencies in an effort to avoid duplication of services, carry out more coherent interventions and attain economies of scale. The evaluation team did not have a mandate

Table 9. United Nations System joint programmes

| Activity | Duration | Fund Management method | Executing agency | Participating agencies | Budget total (\$USD 000) |
|---------------------------------------------------------------------|----------|------------------------|------------------|-------------------------------------|--------------------------|
| Joint programme for education for girls | 2006-10 | Group management | UNICEF | UNDP, UNFPA, WFP, UNICEF | 3,702 |
| Support for a general census of population and habitations | 2006-09 | Group management | UNFPA | UN HABITAT, UNFPA, UNDP, UNICEF | 1,056 |
| Gender-related institutional analysis | 2006 | Group management | UNFPA | UNICEF, UNDP, WFP, UNFPA | 131 |
| Joint UNS programme to support a German programme (street children) | 2006 | Group management | UNDP | WFP, UNDP, UNV, UNICEF, WHO | 10 |
| Conflict management for the promotion of peace | 2006-10 | Group management | UNDP | UNDP, UNICEF, UNESCO, ACTION 2, WFP | 1,377 |
| Pilot joint programme on violence against women | 2008 | Group management | UNFPA | WHO, UNFPA, UNICEF, UNDP, UNIFEM | 76 |
| Promotion and protection of human rights in Burkina Faso | 2006-08 | Group management | UNDP | UNDP, UNICEF, UNESCO, UNFPA, UNHQ | 182 |

and there would have not been enough time to examine these joint activities in detail and assess the results. It would be advisable for the support team under the Resident Coordinator to make a specific evaluation of this operating method.

3.5. TAKING GENDER INTO ACCOUNT

Over the last two years, UNDP has strengthened its actions in the area of gender issues in Burkina Faso. This has occurred in three main directions.

3.5.1. UNDP INSTITUTIONAL FRAMEWORK

In June 2008 the UNDP Office finalized a gender action plan for 2008-2010, which has already mandated staff training in the field of gender mainstreaming.⁵⁸ The Office has also created a gender page in its twice-weekly newsletter (UNDP Kibai) that is regularly updated with articles and reflections by experts and national specialists. It should be emphasized that the Country Office has attained an equal number of male and female employees.

UNDP participates actively in the UNS thematic group on gender, as well as in the new UNS joint gender programme. This programme is part of an assessment of each agency to determine the degree in which gender issues are taken into account.⁵⁹ The programme is intended to help agencies incorporate the gender theme into the identification, formulation, implementation and evaluation of policies, programmes and development projects.

In addition UNDP participates in the framework consulting the TFPs on this subject and contributing to the basket fund set up by this group under the management of the United Nations Population Fund (UNFPA).

The UNDP Office does not have staff exclusively assigned to the field of gender; the theme is covered by a focal group that has many other responsibilities. To combat this weakness the Office directors have been strongly engaged in this area since 2006, even though the directors' terms of reference do not specifically mention gender-related objectives.

3.5.2. GENDER MAINSTREAMING IN PROGRAMMES

UNDP has been engaged since 2006 in a major internal operation to revise all framework documents and documents related to projects in the process of execution, in order to insure gender mainstreaming.

At the operational level, a number of examples of positive synergies can be identified. This is especially the case in the field of good governance, through the work accomplished in cooperation with the gender caucus of the National Assembly and as regards the training given to deputies, who are members of the Finance Commission, in order to achieve a budget process that is sensitive to gender issues.

Important efforts have also been made towards gender mainstreaming in projects involving poverty reduction and management of natural resources, projects in which the poorest segments of the population are the priority targets, and in which the emphasis is placed on reaching women and young people. This evaluation notes, however, unexpected effects such as the occurrence of men taking over income-generating activities from women.⁶⁰ Something similar also happens with the "jobs" generated by the multi-functional platforms, where we may find only men have benefited from training and acquiring the necessary tools for equipment maintenance.

⁵⁸ Systematic integration of gender or "gender mainstreaming" was defined in July 1997 by the UN Economic and Social Council (ECOSOC) as follows: "The integration of gender questions consists in evaluating the involvement of women and men in all planned actions, including legislation, procedures or Programmes in all areas and at all levels."

⁵⁹ 'Diagnostic study on the questions of gender in regard to the elaboration of a joint programme among the UN system agencies in Burkina Faso,' Idrissa Ouédraogo and Nestorine Sangaré, December 2008.

⁶⁰ See Section 3.1.2 of this report relating to the exploitation of non-timber forest products.

Box 7. The situation of women in the public sphere in Burkina Faso

In general terms women have always been underrepresented in national and local institutions since the country became independent.

The number of women in successive Governments has never risen above five. The last Government, in office since June 2007, continued this trend; out of 34 ministers and junior ministers, five are women who equal 14.7 percent female representation.

At the level of elective office, even though some improvement

has been observed, significant progress has yet to occur. In successive legislatures the number of women deputies never rose above 14 percent. Women have made the most progress in local elections, rising from 8.9 percent representation in 1995 to 35.8 percent in 2006. Nonetheless, there are only 20 female mayors out of 359 mayors of communes and city wards.

At the level of appointive office we note a very weak presence of women in high-level administrative posts. For example, there

are three women governors out of 13, three women ambassadors out of 26 posts, one female president of the Supreme Court out of four, and one woman prosecutor out of 19. We also note that there is gender inequality as regards the positions held by directors of local and national organizations.

Among the factors that explain the under-representation of women in politics and in the upper levels of administrations, we may cite the persistence of sociocultural prejudices.

Excerpt from the report "Study/Report for formulating the national gender policy in Burkina Faso, volume ii: policy document," December 2008.

An internal study of project documents carried out in 2007 concluded that the HIV/AIDS components face the most difficulties in integrating the gender question into the process of elaboration and/or implementation of a project. In fact, most interventions are targeted at women who are considered the most vulnerable, forgetting that men often hold positions of power over women at work and in the home, which affects decision making regarding women's health and reproduction. In more general terms, several challenges have not yet been addressed, such as the creation of reference databases that analyse data according to gender and strengthening staff capacities for UNDP and its partners in budgeting for gender related issues. To this, we must add the necessity of carrying out audits in which data is broken down by sex in specific sectors.

3.5.3. GENDER ADVOCACY

UNDP works very closely with the Ministry for the promotion of women, and with many other national institutions in order to promote gender equity and a gender sensitive approach

in governance. Quite often such advocacy does not require large budgets; it is based on active participation by staff at all levels.

UNDP work with the Office of the National Assembly has already had positive results, particularly the creation of a gender caucus in the National Assembly and the adoption, on 16 April 2009, of a law specifying quotas on electoral lists. In 2008 UNDP also supported the elaboration of a national policy regarding gender issues via the Framework for consultation with TFPs and civil society. This policy was adopted by a meeting of Ministers on 8 July 2009.

3.6. CONSIDERATIONS RELATING TO EFFECTIVENESS, SUSTAINABILITY AND EFFICIENCY

As previously noted, many positive results have been achieved thanks to the interventions of UNDP. Important flagship projects have been implemented, which have attracted significant additional financing. The purpose of Section 3.6 is to analyse several problems connected

Box 8. Law introducing quotas for elective office in Burkina Faso

A proposed law on quotas of at least 30 percent women (or men) on electoral lists was adopted on 16 April 2009, receiving 87 votes out of 103. This law is intended to combat gender inequalities and promote the full participation of women in political life. According to the National Institute of Statistics and Demography women represent more than

52 percent of the population, but only occupy 15 percent of the jobs in decision-making areas.

This law will stipulate the actual inclusion of female candidates presented by each political party to be at least 30 percent. The parties that do not meet the quota will lose 50 percent of their public financing. Such inducements and sanctions, if

they are properly applied, should logically serve to enforce this law, which is considered by political analysts as a leap forward in political governance.

According to the testimony of the parliamentarian, who is the leader of the gender caucus of the National Assembly: "We owe this law on quotas most particularly to UNDP."

with the general effectiveness, durability/sustainability of results, and efficiency, identified during the ADR.

3.6.1. FACTORS THAT INFLUENCE EFFECTIVENESS IN CAPACITY DEVELOPMENT

Almost all projects in which UNDP is involved include a large percentage of activities identified under the heading of "capacity development." The entire range of these activities,⁶¹ particularly the associated training, is not easy to evaluate. It is in fact difficult to measure the consequences of these activities on the effectiveness of a governmental service or an institution. Moreover, the monitoring of the training activities requires considerable resources and the project budgets allocated for these purposes are insufficient. The evaluation team has noted that projects often define results in terms of products and indicators of results in terms of actions undertaken, such as the number of training sessions or the number of persons who participated, or the provision of equipment and material.

We must also note that these capacity-strengthening actions are undertaken in connection with separate projects under different management teams. The UNDP Country Office in Ouagadougou does not have a central register in which all these activities are noted, nor has it established clear and transparent norms and criteria through which eligibility for various demands can be determined, nor has it developed appropriate instruments for monitoring and evaluation.

Along the same lines, it is appropriate to emphasize that neither the TFPs nor the Government have developed a complete and coordinated plan for the strengthening of the public sector capacity.⁶² The UNDP Office will need to reflect on the means of rationalizing its approach in this area and, if possible, do so in the framework of greater consultation with its partners.

3.6.2. SUSTAINABILITY OF RESULTS

In order to guarantee the sustainability of gains made and positive results of interventions, several

⁶¹ We recall that the term "strengthening of capacities" covers a variety of activities that may include technical support for personnel; providing equipment and various other types of material; the organization of meetings, workshops and informational visits in the country or outside it; and finally the organization of numerous training sessions.

⁶² The lack of such a plan is emphasized in the 'Letter of intention of Technical and Financial Partners to take part in the national action Plan for the effectiveness of development aid in Burkina Faso (PANEA),' a joint letter from 15 donors and the United Nations System, 11 January 2008. It is important to note that a national strategy project exists but Government has not yet approved it.

measures are needed during the formulation of interventions as well as during their execution. This evaluation emphasizes elements that were lacking in post-project planning, such as the definition of conditions and sustainability indicators and the absence of a road map, which would allow exit strategy monitoring to take place.

The available evaluations, interviews and visits by the ADR team show evidence of risks connected with: (i) technical defects in the design of certain activities, (ii) economic approaches that are not fully mastered, (iii) methodologies that are not always participative, (iv) the creation of parallel execution bodies and (v) weak monitoring for field activities.

Many UNDP achievements, especially those in technical areas or those related to computer technology, are not maintained after the end of a project. The most evident cases of risks to the sustainability of results occur with pilot activities in the field. In particular, the question of profitability arises—and thus of sustainability—for projects that have been successful, such as multifunctional platforms.

The evaluation by PAPNA underlined a series of risks connected with design defects at the time of investing in infrastructure and irrigated perimeters, which were either not detected or were detected too late; owing to poorly defined norms and the absence of effective and regular monitoring.

The choice of a body perceived as weak for the management of a support project for organizations of civil society (as well as the criticism this has brought regarding ownership, from other organizations and related agencies) raises the question of who takes over when the project is finished. A similar problem could arise at the moment when the PAMAC “system” has to be harmonized with the CORAB management model in the case of the fight against HIV/AIDS.

3.6.3. EFFICIENCY

a) Activity monitoring and evaluation

Field visits made by the evaluation team have revealed weaknesses in the monitoring of project activities by UNDP Office personnel responsible for programme management. Although these field visits were systematically scheduled in the annual work plans, they were just as regularly cancelled because of the need to attend to many other demands and urgent bureaucratic matters.

This prevents the programme management staff from directly observing progress made and from identifying the operational problems that invariably arise in any project. Therefore, the persons responsible for the programme no longer have the independent means of analysing information contained in activity and financial reports from project coordinators. Information about what has been accomplished and the results is, more often than not, provided by a single source and the information cannot be verified. This represents a major weakness in programme management and raises the question of the institutional pressure on bureaucrats’ time, and, more generally, the balance between human resources and programmatic and bureaucratic requirements.

b) Insufficient human resources

The total number of Country Office staff did not vary much between 2004 and 2009. If we exclude statistics for support personnel for the Resident Coordinator and the members of other agencies of the UNS managed by UNDP, the total staff for UNDP has been established between 42 and 47 persons. It is difficult to establish a direct and significant correlation between the number of personnel, the level of effort and the value of programmes. However, as an indicator,

in 2004 the Office had 45 persons working for a programme valued at \$11.3 million, while 46 persons were working on a programme worth \$18.2 million in 2008, thus giving an increase of 2 percent in terms of personnel while the value of the programme increased by 60 percent. A precise analysis of adequacy between human resource assets and UNDP mission is beyond the scope of the current evaluation.

Personnel experience numerous demands of their time, which are often badly coordinated. For example, in May 2009 the Office had to work on three missions concurrently⁶³ and also had to provide Headquarters with 22 audit reports on NEX projects before the end of the month, provide information under the framework for revising the contractual situation of personnel (following UNO reform), and participate in a workshop for the new UNDAF. Priority is thus given to other internal tasks that take precedence over programme management, monitoring on the ground and, frequently, family life.

This evaluation especially notes the importance of rationalizing bureaucratic demands, eliminating duplicate documents and reports, and limiting the number of consultation and coordination mechanisms.

c) Perceived opacity and heavy bureaucratic procedures

A majority of persons interviewed—especially among those from civil society—emphasized that the persistent image of UNDP was of a distant and opaque bureaucracy, marked by the presence of administrative red tape. Interviewees cited slowness in paying project bills and a general lack of information about activities, recruitment, and decisions related to requests for financing.

It must however be recognized that UNDP has made important efforts to communicate better. The website for the UNDP Office presents information about projects and activities, budgets and jobs for consultants. It appears nevertheless that few people outside an inner circle of UNDP associates use this informational website or are aware of it⁶⁴. The impressive improvement in the rate of budget execution is an indication of increased effectiveness.

d) A perception of confused management

UNDP recently generalized the process for including a Country Director beside the post of Resident Representative, in almost all countries the latter position is also held by the Resident Coordinator within the UNS. This type of position was initially introduced for programmes in which the Resident Representative was also the Resident Coordinator, Humanitarian Coordinator and Special Assistant Representative for the Secretary-General. Following this model, it was thought that the systematization of the position of Country Director could alleviate some of the unease in certain agencies, which called for a “firewall” between UNDP and the coordination role played in the UNS.

In the case of Burkina Faso this objective was not attained. To the contrary, members of public administration, donors, members of civil society and even some other UN agencies think that confusion is now even greater because of what appears to be a double leadership by UNDP. It is questionable whether a formula applied with success under very precise circumstances can be equally successful for smaller programmes and in much more stable environments.

⁶³ The ERAD mission, a mission for verification of accounts, and a “change management” mission.

⁶⁴ During some group interviews with members of civil society, the evaluation team asked participants if they knew about the UNDP website, only two out of more than 20 said that they did.

CHAPTER 4

EVALUATION OF UNDP STRATEGIC POSITION

4.1. THE RELEVANCE OF INTERVENTIONS

As we already noted in Chapter 2, the UNDP programme is closely aligned with the UNDAF, which is itself aligned with the Government SFPR. Thus, it is understood that UNDP interventions correspond closely to national priorities and strategic frameworks. In the same way, the programme is harmonized with the institutional objectives of UNDP as defined in the global and regional strategic frameworks of the institution. In order to take the analysis further, it is necessary to examine: the pertinence of the UNDP interventions from other angles, particularly the concentration on activities that match up with comparative advantages and competences that UNDP is widely recognized as possessing; the targeting of interventions as regards beneficiaries; and the harmonization with accepted principles of public development aid effectiveness.

4.1.1. COMPARATIVE ADVANTAGES

UNDP partners agree that UNDP has a comparative advantage and a high level of competence in the area of good governance, and more particularly in its interventions for the support of Parliament and the process of decentralization. UNDP should capitalize on its reputation and continue to thrive in these two important areas.

In the field of poverty reduction and natural resource management, it is recognized that UNDP has played a pioneering role, thanks to multifunctional platforms and innovative projects like the exploitation of non-timber forest products and support for opening up access for Burkina Faso to the world carbon market

under the Kyoto Protocol. The success of these activities also leads to interest being generated among larger donors. UNDP finds itself in a paradoxical situation, in which it initiates activities that are then taken up by other actors after they have proven successful. While UNDP should congratulate itself on its successful role as a catalyst, it needs to continue to innovate. Presently PAMAC is part of an essential element in the national mechanism in the fight against HIV/AIDS; UNDP has invested its resources in support for related groups and associations. UNDP role as an advocate and its ability to remain a neutral and respected dialogue partner for the Government, TFPs and certain members of civil society all at the same time remains one of the main strengths of the organization.

The scattering of efforts by UNDP in terms of optimal use of human and financial resources, both of which are limited, has been questioned. Certain activities financed by UNDP (the case of support for local police is an example) over the last few years remain far removed from the general coherence of the Country Programme or the recognized competences of the institution.

4.1.2. TARGETING OF INTERVENTIONS

For its field projects, UNDP generally tries to target zones where the poorest people live, such as the Boucle du Mouhoun and the South Central region. The targeting of the poorest regions is done on the basis of geographical concentration rather than by identifying individual beneficiaries. In fact, certain projects have developed conditions of participation that may exclude fringe areas where the poorest members of the population live. Access to microfinance

could be cited as an example, where rates of interest charged and collateral required might exclude the economically weakest. Another case is the exploitation of non-timber forest products; where in the absence of specific measures aimed at small producers, the direct beneficiaries are still middlemen who receive products from actual producers/gatherers and deliver these products to a market.

Two factors should mitigate this assessment. The first is that UNDP encourages a community approach rather than an individual approach. A group collectively presents an economic base—for example offering a guarantee for credits—which permits a group approach. The second is a practical consideration; it would be impossible for a project such as the non-timber forest products to affect thousands of producers/gatherers individually, but all of these indirectly benefit from the project because of the introduction of new commercial outlets. It appears, nevertheless, that certain activities would benefit from a more extensive “commodity chain” approach.

Geographical concentration is a method that features both effectiveness and efficiency. It favours greater synergy between activities and opens the door to more intensive, direct monitoring of field activities; a weak area that has currently been observed in UNDP procedures. Concentration of efforts within a geographical zone also allows improved visibility for the institution. The Country Office has already begun to concentrate its activities in the poorest areas.

4.1.3. PRINCIPLES OF AID EFFECTIVENESS: THE PARIS DECLARATION

The Government has clearly stated⁶⁵ its desire to have development aid managed according to the principles of the Paris Declaration. In their January 2008 letter, the Government TFPs — including the UNS and UNDP—promised to “support all actions undertaken for a progressive improvement of harmonization and alignment of aid.”

In the area of harmonization, the TFPs have announced their intention to elaborate a “Joint Country Support Strategy” (JCSS). This document would be equivalent to the UNDAF, but broadened to cover the group of TFPs. As indicated in Section 2.2 of this report, documents such as the CCA procedures⁶⁶ and the UNDAF would become redundant following the establishment of a broader common strategy.

In the field of alignment, it should be noted that in general UNDP continues to favour a project approach,⁶⁷ using parallel implementation units⁶⁸ and requiring that its own procedures and report schedules be followed. These practices do not correspond to the spirit of the Paris Declaration.

The recent decision by the UNDP Board to authorize a pilot period of four years in order to allow for testing direct budgetary support⁶⁹ by means of common funds (or common baskets) is an important step in bringing the operational practices of the institution into line with the principles that it has subscribed to. The case of Burkina Faso has served as a

⁶⁵ See the ‘Strategic Paper for Accelerated Growth and Sustainable Development: Concept Note,’ Ministry for the Economy and Finance, February 2009 and the ‘2007 Progress Report—implementation of the Paris Declaration Burkina Faso,’ Ministry for the Economy and Finance, December 2008.

⁶⁶ CCA (Common Country Assessment) is the English abbreviation for “Joint Country Assessment”, which constitutes the preliminary analysis prior to elaboration of the UNDAF.

⁶⁷ It is appropriate to note that interventions in the PAMAC framework, such as multifunctional platforms, involve a programme approach to a greater degree.

⁶⁸ The Government has set for itself ambitious targets for the reduction of parallel implementation units, foreseeing a reduction from 131 in 2005 to 44 in 2010 (‘Etat de mise en oeuvre de la Déclaration de Paris au Burkina Faso,’ December 2008). It should nonetheless be noted that the ‘Décret 2007-775/PRES/PM/MEF regulating projects and programmes implemented in Burkina Faso, November 2007,’ recognized the legitimacy of parallel structures.

⁶⁹ Budgetary support is discussed in Chapter 2, Section 2.2

trigger for this important decision. The Country Office for Burkina Faso has thus been able to participate in two common baskets managed by the Government, one for HIV/AIDS and the other for human rights, with participation in the common basket for microfinance still under study. UNDP has accepted the use of national human rights procedures, including those relating to reports. It should be noted with the gradual introduction of basket funding, as an aid management modality, UNDP will be required to adapt the profile of its staff to the new management needs.

UNDP already plays an important role in supporting the Ministry for the Economy and Finance in the management of aid. Following the adoption by the Government of laws governing the management of projects and programmes, UNDP contributed revisions to the Ministry's national execution manual. In addition, UNDP cooperated with other TFPs in providing support to the Ministry for the formulation and implementation of PANEA. But still does not correspond completely to the Paris Declaration recommendations covering a joint multidonor approach based on an integrated plan developed by the Government.

4.2. UNDP INTERVENTIONS - RESPONSIVENESS

Changes in the internal situation of the country or new priorities defined by the Government have not created significant modifications to the Country Programme for the period from 2006 to 2010. The Office has sometimes responded to particular requests in connection with national emergencies such as floods, or to occasional solicitations regarding new activities.⁷⁰

During the previous cycle, the country participated in the response to an emergency situation created by the massive return of workers and emigrants—citizens of Burkina Faso, who had been living in

the Ivory Coast. UNDP and other members of the UNS supported the Government in their response to this situation. In addition, UNDP was able to include citizens repatriated from the Ivory Coast in some of its projects. The evaluation team was able to speak with two groups of repatriated women who benefited from UNDP support and who were engaged in income-generating activities in Badala and Dédougou in the Boucle de Mouhoun region.

The most important changes with regard to approved programmes relate to financial aspects. While resources allocated from UNDP funds are predictable, at the moment resources from fiduciary funds or contributions from various lenders cannot be identified with certainty when a pluriannual programme is being planned and approved by the Board. Thus at the end of 2008, after only three years of implementation in a five-year cycle, UNDP had already spent \$42.1 million based on a five-year budget initially estimated at \$53.7 million. The Country Office is to be recognized for increasing the resources of the programme and it will be necessary to add a brief explanatory paragraph to the presentation of the next Country Programme in order to explain to the Board the changes in the financing base. It is however probable that such fiduciary resource will become rarer because of the priority UNDP traditional donors now give to direct budgetary support.

4.3. STRATEGIC PARTNERS

Within the Government, the main partner for UNDP is the Department for Cooperation (DG-COOP) under the Ministry for the Economy and Finance. The DG-COOP discusses the main programme strategies with UNDP, and the Ministry for the Economy and Finance is generally the signatory for project documents. Otherwise UNDP cooperates with several ministries and governmental institutions for the execution of projects. The relationship between

⁷⁰ The case of the project to support local police is an example, which is analysed in Section 3.2 of this report.

UNDP and the Government has changed since the beginning of this decade. Up until 2004, UNDP played a central coordination role and helped the Government in its efforts to mobilize development resources through the Round Table mechanism. The last Round Table took place in 2004; going forward the Government positioned its action within the framework of the Paris Declaration and intends to assume full management responsibilities for development aid. UNDP however has not become simply one partner among others for the Government, which recognizes that the institution plays an important advice and advocacy role.

Relations between UNDP, donors and financial institutions are strong. UNDP has also developed a strategic partnership with regional institutions such as UEMOA.⁷¹ The community of development aid actors in Burkina Faso is smaller than in many other countries, which leads to relationships that are more intense and less formal. UNDP participates in consultation frameworks with TFPs corresponding to its mandate and acts as lead manager for important sectors such as good governance, microfinance and the environment. UNDP participates actively in ongoing discussions on the redefinition of coordination mechanisms between TFPs and between TFPs and governmental agencies.

The Resident Coordinator plays an important role in the coordination of the UNS and often acts as a spokesperson for TFPs in communicating with the authorities,⁷² in the capacity of Coordinator and not as the Resident Representative of UNDP. The Coordinator presides over regular UNS meetings in which UNDP is represented by the Country Director in order to maintain separation between the two roles. Otherwise, UNDP itself offers coordination support by taking responsibility for personnel management

and logistics for the small team that assist the Resident Coordinator as well as the common security group for the UNS. UNDP participates in thematic groups established by the UNS.

UNDP maintains good relations with certain members of civil society. These bodies participate in consultations organized by the Country Office for the elaboration of its programmes and strategic documents. The interface between civil society and the Government is also the object of UNDP support. The most telling example is the PAMAC project, which is the preferred instrument of associations for participation in the national effort of HIV/AIDS prevention. UNDP has also developed partnerships with the private sector, especially in order to secure financing for its projects including: the Shell Foundation, CISCO, BNP Paribas, Planète Urgence, Seniores Italia, and the private Danish company Aarhus. It should be noted that the last national report on human development (2007) adopted the role of the private sector in development as its main theme.

UNDP also brings together academic experts for special consultations, especially in the elaboration of national reports on human development or for general political and strategic documents. A relation that is more institutional than individual and more sustained over time could surely help the Office establish a more permanent think tank.

4.4. IMAGE AND COMMUNICATION ISSUES

Among donors and members of civil society, and even in the Government, many people think UNDP suffers from an image deficit. The mandate is considered blurred compared to that of other UN agencies that have a sectoral

⁷¹ The approval of a support project for strengthening the capacities of the Commission of UEMOA, headquartered at Ouagadougou, led to the establishment of this partnership in 2009.

⁷² The TFPs are in the process of exploring a new formula for interfacing with the Government in the form of a "troika" that would be composed of a representative of bilateral and intergovernmental lenders, another for financial institutions and a third for the United Nations System.

assignment or a clearly defined target group. Many do not know exactly what UNDP does. The Country Office has adopted a communications strategy⁷³ that has received financing of approximately \$80,000 per year since 2007.

Despite the Office's efforts, UNDP is still not well known to the public at large or to certain actors in civil society. The Ouagadougou Office has a very good website that is regularly updated. It is perceived positively within the UNS, but it is still rarely visited by Internet users in Burkina Faso. The newsletter "UNDP Kibai" "UNDP Information" only relates to a small

circle of direct partners of UNDP. The Office organizes two small breakfasts each year for members of the press and a field visit for approximately 25 media journalists. The results of these visits have been significant and they should no doubt be repeated more than once a year. It is appropriate to note UNDP also uses other tools for communication that are more highly valued by the population; particularly the "Canal ONU" ("UNO Channel"), a weekly television show broadcast in Burkina Faso that is devoted to the United Nations, and "Fréquence ONU" ("UNO radio frequency"), its audio equivalent, which is broadcast on national radio.

⁷³ "Communications Strategy Burkina Faso 2006-2010," UNDP 2006

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

The previous chapters present the main axes for UNDP contribution towards development results in Burkina Faso alongside several overviews of its main strategic position. The question of UNDP general contribution towards development in Burkina Faso is now being considered. As in the majority of countries, UNDP cannot influence Burkina Faso by its financial contribution. Burkina Faso is not a country in crisis or post-crisis, and the “neutrality” that is a distinctive characteristic of the United Nations and UNDP cannot have the same relevance as in a country in crisis.

The following conclusions seek to summarize the context in Burkina Faso and the significant strategic lessons harvested from analysing the evaluation. We have chosen four key themes: (i) adhering to the principles of the Paris Declaration, (ii) strategy and coordination documents, (iii) targeting interventions and (iv) promoting innovation.

5.1. ADHERING TO THE PRINCIPLES OF THE PARIS DECLARATION

The Government of Burkina Faso has firmly undertaken an aid management approach based on the principles of the Paris Declaration, which notably promotes the principles of national allocation, aid alignment based on national priorities, harmonization, results-based management and mutual responsibility. The TFPs are supporting this process. The Country Office has fully explored new operating methods in line with the Paris Declaration and the resolution of the UN General Assembly on the “Triennial Comprehensive Policy Review of Operational Activities of the United Nations

Development System” (TCPR 2007), which emphasizes the importance of national allocation and harmonization. The rigid and cumbersome nature of certain UNDP institutional procedures continues to hamper these efforts.

In 2007 more than 36 percent of public development aid in Burkina Faso was given in the form of general budget support (29 percent) or as common basket funds (7.3 percent); regularly increasing over the past few years. The key multilateral and bilateral donors adopted this aid model in line with the Paris Declaration.

UNDP provides the majority of its aid in the form of projects and continues to use implementation units that are parallel to state bodies, and also requires reports in line with its own procedures and timetable. However a breakthrough was made thanks to the approval by the Board of a four-year pilot period where UNDP Offices will be authorized to participate in basket funds managed by the Government or members of the UNS. The scope of this authorization, however, remains limited by a number of conditions placed on it. The Burkina Faso Country Office played a key role in bringing the question of UNDP participation in basket funds to the organization’s Board as well as contributing to significant institutional changes.

5.2. STRATEGY AND COORDINATION DOCUMENTS

Until 2004 UNDP played an important role in supporting the Government to coordinate foreign aid. With other partners, it now supports the Government’s quest for an increased ownership of aid management mechanisms based on the

Paris Declaration. The Country Office actively participates in formulating new ideas for the production of strategic documents to be jointly used by all TFPs.

There are currently numerous coordination mechanisms in Burkina Faso, of which some are redundant. The UNS thematic groups have their equivalent within the consultation frameworks bringing together all the TFPs. This is also the case with the sectoral dialogue frameworks implemented by the government. There is room for rationalisation and for financial and human resource savings.

Similarly UNDP strategy documents largely repeat certain elements of the Government's SFPR and elements of the UNDAF. The added value of each of these documents deserves review.

In relation to the support they expect to provide to the Government for the implementation of the Paris Declaration, the TFPs—including the UNPD—have agreed to work on establishing a JCSS. This is based on the Government's future strategic document for the period from 2010 to 2015, which will detail guidelines to ensure the coherence and complementarity of participant donor interventions. This document is expected to be a "broader UNDAF" extended to all the TFPs, and it may eventually replace the latter document, which is exclusively for the UN system.

5.3. TARGETING INTERVENTIONS

Several of the UNPD's partners believe that UNDP could benefit from a more efficient concentration of financial and human resources in key areas where the advantages of the institution are recognized. A greater social, economic and geographical concentration, particularly for downstream projects, would contribute towards a more efficient use of resources and would favour synergy between activities. Moreover, the evaluation has highlighted the catalysing role of UNDP and the increased importance of

its advocacy role within the context of a likely reduction of resources.

5.3.1. THEMATIC TARGETING

UNDP successfully undertook numerous activities where it developed certain comparative strengths. Support to good governance, to the Parliament and to the decentralization process can be highlighted amongst such activities.

In the field of poverty reduction and the management of natural resources, it is important to highlight the importance of the role of advocacy based on national human development reports and the experience of the "multifunctional platforms" as well as innovative projects relating to the exploitation of non-timber forest products and support for Burkina Faso to access the carbon market. The PAMAC project is a central and efficient element of the national strategy to fight HIV/AIDS by supporting the community associations involved. In general there is a good balance between downstream and upstream activities.

There are at least two examples of activities (the project to support local police and the project to support employment and professional training) that are considered to be nearly outside of the mandate and skills recognized by UNDP partners. Many observers think that UNDP takes on too many activities, especially given the limited resources available to the organization. As a result, there is a perception that the institution scatters its interventions, which harms its image.

5.3.2. SOCIO-ECONOMIC AND GEOGRAPHICAL TARGETING

In a country where there is persistent poverty, despite economic growth and an environment that has become more favourable to private investment, the question of targeting UNDP actions in terms of socioeconomic and geographical categories is fundamental. Among UNDP programmes a number of initiatives are intended

to bring assistance to the most deprived strata of society. The evaluation team has noted that the design of certain projects has not always been well adapted as regards the inclusion of the poorest persons. The microfinance project, which is in the initial stages of its activities, features credit conditions that might exclude the poorest levels of society. As regards the project for the production of non-timber forest products, the grassroots-level producers and gatherers are not direct beneficiaries of the project, although the project does result in increased demand for their products. The Country Office is aware of these limitations and at times has developed strategies for overcoming them. One of these has been to concentrate activities in the poorest regions and villages.

5.3.3. INCREASED IMPORTANCE FOR ADVOCACY ACTIVITIES

As noted above, an increasing proportion of public aid to development is already dispensed in the form of direct budgetary assistance, and this proportion is likely to further increase in accordance with the principles of the Paris Declaration on aid effectiveness. This tendency will probably result in a reduction in financial resources given to international organizations like UNDP. UNDP can only support national development effectively by making more judicious use of its resources, as suggested above, and by reinforcing its activities in the areas of advice, support and advocacy.

5.4. INNOVATION ACTIVITIES

Many of the activities implemented involve a quest for innovation and are effectively situated in a context in which the institution can demonstrate the usefulness of its strategic approach and attract additional financing, even if these contributions are made outside the financial circuit of UNDP.

One significant contribution made by UNDP in Burkina Faso was to develop new ideas and to experiment with operational approaches and innovative strategies. The success obtained through activities such as multifunctional platforms, the development of non-timber forest products or the PAMAC have served as models for a number of other interventions and have attracted significant financing to the country. These successes often mean that UNDP, over the long term, will become a marginal actor in the larger-scale implementation of these activities. Still, the Country Office rightly believes that since UNDP is not a “donor,” it should be proud of its role as a catalyst.

The example of multifunctional platforms is indicative of this trend. UNDP successfully launched this project on a limited geographical and quantitative basis. The geographical expansion of the formula will now be carried out through direct contributions from donors who have far greater resources. In addition UNDP can continue to innovate in this area, for example developing second-generation platforms that will feature both greater profitability and environmental awareness, and greener production techniques. Other innovative activities such as the development of non-timber forest products will benefit from an improved “vertical” (commodity chain) approach that does a better job of taking into account—at the project design stage—the activities of small-scale producers upstream and the commercialization of products downstream.

In general it is important for UNDP to evaluate the effects of these innovative initiatives and, above all, to capitalize on its experiences and promote their expansion. The latter has not always received enough attention, since it requires monitoring and a presence on the ground that has been insufficient to date.

Recommendations

Based on these observations and its own analysis, the evaluation team offers the following recommendations bearing on general, strategic and operational and thematic issues:

A. Adherence to the Principles of the Paris Declaration

- UNDP, involved through the UNDG, should accelerate the process of bringing its procedures and operating methods in line with the principles of the Paris Declaration at a central, institutional level. This should include, amongst other elements:
 - the move to a programme-based approach rather than a project-based approach;
 - the move to budgetary support in the form of basket funds managed directly by national authorities;
 - greater flexibility in reporting requirements in order to promote harmonization with national procedures and schedules.
- The Programme for Burkina Faso, which has demonstrated its capacity for innovation and has been the catalyst for a significant institutional change, could become a testing ground for such changes within UNDP as a whole.
- In its 2011-2015 Programme the Country Office should place a high priority on supporting Government efforts in strengthening its aid management capacities according to the principles of the Paris Declaration. This should be done on the basis of an integrated plan developed by the Government, and, insofar as possible, within the framework of a joint multi-donor programme. In addition, project implementation units should be abandoned in favour of implementation by national bodies.

B. Strategic and Coordination Documents

- UNDP Country Office should continue to actively contribute towards the TFPs' elaboration of one framework document for all partners (the "Common Country Assistance Strategy").
- The participation of UNDP in the thematic groups of the UNS should be reassessed to avoid duplication with new structures implemented in consultation with the TFPs.
- At the central, institutional level, UNDP should recognize the common strategic documents jointly established by the TFPs as a basis to elaborate the Country Programme documents submitted for Executive Board approval; moreover, as a replacement option for UNDAF, UNDP should promote the adoption of such common documents within its partners in the UNDG wherever possible.

C. A Strategy that Favours More Targeted Interventions

- The 2011-2015 Country Programme should maintain the same overall lines as the Programme in progress, while being more selective as regards interventions along these lines and taking into account the comparative advantages of UNDP, its mandate and its financial and human resources. The flagship projects of UNDP—support for Parliament, decentralization, and microfinance, along with the PAMAC and the multifunctional platforms—should constitute the backbone of the Programme.
- In addition, the Programme should adopt the principle of geographical concentration of activities on the ground, which should be based on clear and transparent criteria that favour the most deprived areas. This will maximize opportunities for creating synergy between projects, make UNDP action more visible, and allow more intensive monitoring on the ground. In this context UNDP should study the possibility of establishing

a permanent presence in the chosen region, if possible, along with other members of the UNS.

- The Country Office should strengthen its advisory functions and its advocacy to the Government and TFPs as its principal means of influencing strategic choices concerning development, while aligned with the interests of the most deprived segments of the population.

D. Innovative Activities

- The next Country Programme should continue to emphasize innovative projects and activities that have the potential for attracting additional financing for Burkina Faso. This approach can accompany the geographical concentration recommendation previously mentioned. It will be necessary to follow up and strengthen support in the area of climate change, to develop a new generation of multifunctional platforms based on greener production, and to emphasize a “vertical” (commodity chain) approach, particularly as concerns the development of non-wood forest products.

E. Thematic Priorities

- In the area of the fight against HIV/AIDS, the 2011-2015 Programme should continue to support the PAMAC, but also strengthen the capabilities of CORAB.
- In connection with the energy and poverty thematic, the Country Office should strive to develop a new generation of multifunctional platforms with the objective of improving profitability, at the same time adopting greener production methods and clarifying questions regarding the ownership of equipment, buildings and land.
- In the area of gender, the Country Office should
 - integrate tasks relative to gender in the terms of reference used by the management team;

- strengthen the gender focal point function by creating a task force in charge of promoting, monitoring, and evaluating the systematic integration of gender in the policies, programmes and projects of UNDP;
- continue its leadership with regard to gender-sensitive budgeting;
- strengthen its collaboration with civil society (especially women’s organizations and the media) through the Joint Gender Programme under development by the UNS;
- invest in the capitalization and sharing of experiences related to gender, and do so in collaboration with the minister in charge of gender issues at the national level.

- The Country Office should engage in advocacy of a legislative framework on the prevention of natural disasters and the appropriate response to such disasters, and attract the attention of its partners to the necessity of the framework. This will complement the important efforts already accomplished in the implementation of operational means for responding to disasters.

F. Main Operational Questions

- Project design should be improved, especially
 - by seeking a better definition of the results expected and their indicators at the moment of design, and through the implementation of an effective system of monitoring and evaluation;
 - by making sure that there is a permanent database that permits monitoring of indicators of outcomes, and the resources necessary for this monitoring are written into the budget;
 - by systematically identifying an exit strategy and one for the sustainability of results, including concrete and measurable indicators and a road map.

- Activities related to capacity development should be analysed in depth and an inventory of capacity development activities should be prepared in order to ensure proper correspondence to the global institutional practices of UNDP and to a joint approach developed between TFPs. This exercise should result in a more coherent approach that will extend over all the programmes and projects financed by UNDP. Particular effort will be required to develop the means of measuring the effectiveness of capacity development activities.
- The Country Office should be more involved with direct monitoring of projects and should make more regular field visits. This implies particular attention to available human resources in the Country Office and continuing the current review of internal administrative procedures, which remain very cumbersome.
- The Country Office should explore the possibility of increased partnership with universities and other recognized experts in order to benefit from an independent think tank, and to reaffirm intellectual leadership in the area of development.

BASIC TERMS OF REFERENCE OF THE ADR

ASSESSMENT OF DEVELOPMENT RESULTS – EVALUATION OF UNDP CONTRIBUTION TO DEVELOPMENT RESULTS IN BURKINA FASO

1. INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Program (UNDP) conducts country evaluations, Assessments of Development Results (ADRs), to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy.⁷⁴ The overall goals of an ADR are to:

- provide substantive support to the Administrator's accountability function in reporting to the Executive Board;
- support greater UNDP accountability to national stakeholders and partners in the programme country;
- serve as a means of quality assurance for UNDP interventions at the country level;
- contribute to learning at corporate, regional and country levels.

In particular, EO plans to conduct an ADR in Burkina Faso during 2009. The ADR will contribute to a new Country Programme, which will be prepared by the relevant Country Office and national stakeholders.

2. BACKGROUND

Burkina Faso's human development index is 0.372, placing it in 173rd place out of

179 countries with available data.⁷⁵ Most of Burkina Faso's 14.8 million people live in rural areas, but it is estimated that the urban population will increase from 19 percent in 2007 to 33 percent in 2030. Gross national income per capita stood at \$440 million in 2008, up from \$430 million in 2007. The country has a high illiteracy rate of 78.2 percent (2004). There is a national education plan to increase the primary enrolment rate to 70 percent and secondary enrolment to 25 percent by 2010 (up from 40 percent and 10 percent in 2004, respectively).

Burkina Faso's principal national development objectives concern accelerating economic growth while ensuring equity, the poor's access to basic social services, expanding employment opportunities and generating income for the poor, and promoting good governance.⁷⁶ The main objective of the 2001-2005 UNDAF was to help ensure that each Burkinabe has access to human security and to reduce the incidence of poverty (based on a national poverty line) from 45 percent to less than 30 percent by 2015. It also addressed five security-related objectives: economic security, food security, securing access to basic social services, environmental security, and political and individual security (especially with regards to the rights of women and children).

In Burkina Faso UNDP focus has been on supporting the design and implementation of national development strategies such as the Poverty Reduction Strategy Paper (PRSP); the

⁷⁴ <http://www.undp.org/eo/documents/Evaluation-Policy.pdf>

⁷⁵ 'Human Development Report 2007/2008,' United Nations Development Programme

⁷⁶ PRSP 2004

national good governance policy and strategic plan for the development of Parliament; plans of action for climate change, biological diversity, and the reversal of desertification; the national microfinance scheme; and the 2001-2005 strategic framework to reduce HIV/AIDS.

The UNDP Country Cooperation Framework 2001-2005 (CCF) pursued three priorities: democratic governance, economic governance, and environmental and local development. Annual reviews of the CCF confirmed the relevance of these priorities to Burkina Faso's national development policies and programmes.

The UNDP Country Programme for 2006-2010—based on the conclusions drawn in the CCA (Common Country Assessment) 2004 and UNDAF 2006-2010 as well as lessons learned from CCF 2001-2005—focuses on three priority areas: (i) contribution to the achievement of the Millennium Development Goals (MDG), poverty reduction and environmental sustainability; (ii) promoting good governance and (iii) intensifying the fight against HIV/AIDS. It is carrying out these objectives through a number of UNDP projects and programmes that target civil society, governance institutions, local communities, the judiciary and Parliament. The strengthening of citizen participation and the protection of human rights particularly serve as key tools in achieving Burkina Faso's national development goals.

UNDP Burkina Faso has been instrumental in coordinating donor support for national programmes and ensuring effective follow up on the implementation of the PRSP (Poverty Reduction Strategy Paper).

3. OBJECTIVES, SCOPE AND METHODOLOGY

The objectives of the Burkina Faso ADR include:

- to provide an independent assessment of the progress towards the expected outcomes

envisaged in the UNDP programming documents, where appropriate, the ADR will also highlight unexpected outcomes (positive or negative) and missed opportunities;

- to provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context;
- to present key findings, draw key lessons, and provide a set of recommendations for the management to make adjustments in the current strategy and next Country Programme.

The ADR will review the UNDP experience in Burkina Faso and its contribution to the solution of social, economic and political challenges. The evaluation will cover the ongoing and previous Country Programmes (2001-2005 and 2006-2010). Although it is likely that greater emphasis will be placed on more recent interventions (due to better availability of data, etc.), efforts will be made to examine the development and implementation of UNDP programmes since the start of the period. The identification of existing evaluative evidence and potential constraints occur during the initial scoping mission (see Chapter 4 for more details on the process).

The overall methodology will be consistent with the ADR guidelines and the new ADR methodology manual currently developed by EO. The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during the period under review, specifically examining UNDP contribution to national development results across the countries. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative, intentional and unintentional—and will cover UNDP assistance funded from both core and non-core resources.

The evaluation has two main components, the analysis of development outcomes and the strategic positioning of UNDP.

DEVELOPMENT RESULTS

The assessment of the development outcomes will entail a comprehensive review of the UNDP programme portfolio of the previous and ongoing programme cycles. This includes an assessment of development results achieved and the contribution of UNDP in terms of key interventions; progress in achieving outcomes for the ongoing Country Programme; factors influencing results (UNDP positioning and capacities, partnerships, and policy support); achievements/progress and contribution of UNDP in practice areas (both in policy and advocacy); and analysing the crosscutting linkages and their relationship to MDG and UNDAF. The analysis of development results will identify challenges and strategies for future interventions.

Besides using the available information, the evaluation will document and analyse achievements against intended outcomes and linkages between activities, outputs and actual outcomes. The evaluation will qualify UNDP contribution to outcomes with a reasonable degree of plausibility. A core set of criteria related to the design, management and implementation of its interventions in the country:

- *Effectiveness.* Did UNDP accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
- *Efficiency.* How well did UNDP use its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the specific country/subregional context?
- *Sustainability.* Is UNDP contribution sustainable? Are the development results achieved through UNDP contribution sustainable? Are the benefits of UNDP interventions sustained and owned by national stakeholders after the intervention is completed?

It should be noted that special efforts will be made to examine UNDP contribution to capacity development, knowledge management and gender equality.

STRATEGIC POSITIONING

The evaluation will assess the strategic positioning of UNDP both from the perspective of organization and the development priorities in the country. This will entail (i) a systematic analysis of place and niche within the development and policy space in Burkina Faso, (ii) the strategies used by UNDP Burkina Faso to strengthen the position of UNDP in the development space and create a position for the organization in the core practice areas and (iii) evaluating the policy support and advocacy initiatives of UNDP programme vis-à-vis other stakeholders from the perspective of the development results for the country the assessment. In addition, the evaluation will analyse a core set of criteria related to the strategic positioning of UNDP:

- *Relevance of UNDP programmes.* How relevant are UNDP programmes to the priority needs of the country? Did UNDP apply the right strategy within the specific political, economic and social context of the region? To what extent are long-term development needs likely to be met across the practice areas? Were there critical gaps in UNDP programming?
- *Responsiveness.* How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to national long-term development needs? What were the missed opportunities in UNDP programming?
- *Equity.* Did the programmes and interventions of UNDP lead to reduce vulnerabilities in the country? Did UNDP intervention in any way influence the existing inequities (exclusion/inclusion) in the society? Was the selection of geographical areas of intervention guided by need?

- *Partnerships.* How has UNDP leveraged partnerships within the UN system as well as with national civil society and private sector?

The evaluation will also consider the influence of administrative constraints affecting the programme and specifically UNDP contribution (including issues related to the relevance and effectiveness of the monitoring and evaluation system). If during initial analysis these are considered important they will be included in the scope of the evaluation. Within the context of partnerships with the UN system and overall UN coordination, the specific issue of the development of Joint Programmes will be highlighted.

4. EVALUATION METHODS AND APPROACHES

Data Collection

In terms of data collection, the evaluation will use a multiple-method approach that could include desk reviews, workshops, group and individual interviews (at Headquarters and the Country Office), project/field visits, and surveys. The appropriate set of methods would vary depending on country context and the precise nature would be determined during the scoping mission and further detailed in an inception report.⁷⁷

Validation

The Evaluation Team will use a variety of methods to ensure that the data is valid, including triangulation. The inception report will include details of the precise methods of validation.

Stakeholder Participation

The evaluation will identify key stakeholders, including Government representatives of ministries/agencies, civil society organizations, private sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries. To facilitate this approach all ADRs include a process of stakeholder mapping that will include

both UNDP direct partners as well as stakeholders who do not work directly with UNDP.

5. EVALUATION PROCESS

The ADR process will also follow the ADR guidelines, divided in three phases, each including several steps.

PHASE 1: PREPARATION

- *Desk review.* Initially carried out by the EO (identification, collection and mapping of relevant documentation and other data) and continued by the evaluation team, this will include general development related documentation related to the specific country as well as a comprehensive overview of UNDP programme over the period being examined.
- *Stakeholder mapping.* A basic mapping of stakeholders relevant to the evaluation in the country carried out at the country level, which will include state and civil society stakeholders and go beyond UNDP partners. The mapping exercise will also indicate the relationships between different sets of stakeholders.
- *Inception meetings.* Interviews and discussions at UNDP HQ with the EO (process and methodology), the Regional Bureau (context and county programme) as well as with other relevant bureaus—including the Bureau for Development Policy and the Bureau for Crisis Prevention and Recovery, and others as appropriate including UN missions.
- *Scoping mission.* A mission to Burkina Faso in order to:
 - identify and collect further documentation
 - validate the mapping of the country programmes

⁷⁷ The scoping mission and inception report are described in Section 5 on the evaluation process

- get key stakeholder perspectives on key issues that should be examined
- address logistical issues related to the main mission, including timing
- identify the appropriate set of data collection and analysis methods
- address management issues related to the rest of the evaluation process, including division of labour among the team members
- ensure the Country Office and key stakeholders understand the ADR objectives, methodology and process

The Task Manager will accompany the Team Leader on the mission.

- *Inception Report.* The development of a short inception report including the final evaluation design and plan, background to the evaluation, key evaluation questions, detailed methodology, information sources and instruments and plan for data collection, design for data analysis, and format for reporting.

PHASE 2: CONDUCTING ADR AND DRAFTING EVALUATION REPORT

- *Main ADR mission.* The two week mission will be conducted by the independent Evaluation Team and will focus on data collection and validation. An important part of this process will be an entry workshop where the ADR objectives, methods and process will be explained to stakeholders. The team will visit significant project/field sites as identified in the scoping mission.
- *Analysis and reporting.* The information collected will be analysed in the draft ADR report by the Evaluation Team within three weeks after the departure of the team from the country.
- *Review.* The draft will be subject to (i) factual corrections and views on interpretation by key

clients (including the UNDP Country Office, Regional Bureau and the Government), (ii) a technical review by the EO and (iii) a review by external experts. The EO will prepare an audit trail to show how these comments were taken into account. The Team Leader in close cooperation with the EO Task Manager shall finalize the ADR report based on these final reviews.

- *Stakeholder meeting.* A meeting with the key national stakeholders will be organized to present the results of the evaluation and examine ways forward in Burkina Faso. The main purpose of the meeting is to facilitate greater buy-in by national stakeholders in furthering the lessons and recommendations from the report, and to strengthen the national ownership of development process and the necessary accountability of UNDP interventions at country level.

PHASE 3: FOLLOW UP

- *Management response.* The UNDP Associate Administrator will request relevant units (usually the relevant Country Office and Regional Bureau) to prepare a management response to the ADR. As a unit exercising oversight, the Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.
- *Communication.* The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approval for a new Country Programme Document. It will be widely distributed in Burkina Faso and at UNDP headquarters and copies will be sent to evaluation outfits of other international organizations, to evaluation societies, and research institutions in the region. Furthermore, the evaluation report and the management response will be published on the UNDP

website⁷⁸ and made available to the public. Its availability should be announced on UNDP and external networks.

6. MANAGEMENT ARRANGEMENTS

UNDP EO

The UNDP EO Task Manager will manage the evaluation and ensure coordination and liaison with Regional Bureau, other concerned units at headquarters level and the Burkina Faso Country Office management. The EO will also contract a Research Assistant to facilitate the initial desk review and a Programme Assistant to support logistical and administrative matters. The EO will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the Team Leader, international and national consultants, as well as the preliminary research and the issuance of the final ADR report. EO will also cover costs of any stakeholder workshops as part of the evaluation.

The Evaluation Team

The team will be composed of three members:

- Consultant Team Leader, with overall responsibility for providing guidance and leadership, and in coordinating the draft and final report;
- Consultant Team Specialist, who will provide the expertise in the core subject areas of the evaluation, and be responsible for drafting key parts of the report;
- National Consultant, who will undertake data collection and analyses at the country-level, as well as support the work of the missions.

The Team Leader must have a demonstrated capacity in strategic thinking and policy advice and in the evaluation of complex programmes

in the field. All team members should have in-depth knowledge of development issues in Burkina Faso.

The Evaluation Team will be supported by a Research Assistant based in the New York Evaluation Office. The Task Manager of the Evaluation Office will support the team in designing the evaluation, will participate in the scoping mission and provide ongoing feedback for quality assurance during the preparation of the inception report and the final report. Depending on needs the EO Task Manager might also participate in the main mission.

The Evaluation Team will orient its work by United Nations Evaluation Group (UNEG) norms and standards for evaluation and will adhere to the ethical Code of Conduct.⁷⁹

The UNDP Country Office

The Country Office will support the evaluation team in liaison with the key partners, make available all necessary information regarding UNDP activities in the country and contribute to organizing a stakeholder meeting at the end of the evaluation process. The Office will also be requested to provide additional logistical support to the Evaluation Team as required, including the organization of meetings and field visits. The Country Office will contribute support in kind (for example office space for the Evaluation Team), but the EO will cover local transportation costs.

In particular, **in preparation for the scoping mission**, the evaluation team will request the Country Office to prepare: (i) a first map of UNDP programme stakeholders, (ii) a short list of suggested key contacts in the Government and international organizations to be visited during the scoping mission, (iii) an archive of key documents on the programme and (iv) a full list

⁷⁸ www.undp.org/eo/

⁷⁹ "Norms for Evaluation in the UN System" and "Standards for Evaluation in the UN System," The UN Evaluation Group Guidelines (UNEG), April 2005.

of projects/ programmes/activities supported by UNDP in the period covered by the evaluation with an indication of those that have represented strategic priorities.

7. EXPECTED OUTPUTS

The expected outputs from the Evaluation Team are:

- an inception report (maximum 20 pages)
- a comprehensive final report on the Burkina Faso Assessment of Development Results (maximum 50 pages plus annexes)
- a two-page evaluation brief
- a presentation for the stakeholder workshop

The drafts and final version of the ADR report will be provided in French. The published document will also be translated in to English.

Annex II

THEMES AND EVALUATION CRITERIA

| FIRST EVALUATION THEME: STRATEGIC POSITIONING | | |
|--------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Criteria | Questions / indicators | Sources of information |
| Relevance | Coherence of interventions in terms of certain strategies: <ul style="list-style-type: none"> ▪ Strategies and national policies ▪ Strategies and incorporating principles for the UN and UNDP ▪ Strategies and regional and international instruments | <ul style="list-style-type: none"> a) Analysis of documentation b) Perception among partners and independent observers c) Existing evaluations |
| | Response to identified needs, particularly needs of the poor | |
| | Balance between upstream and downstream approaches | |
| Reactivity /adaptability | Knowing how to respond to new demands while preserving coherence and focalization of approved Programmes. | <ul style="list-style-type: none"> a) Comparison between the portfolios of projects and existing programmes and those planned in the CPD/CPAP b) Perception among partners (principally in Government and TFPs) c) Responses to recent national emergencies (flooding/meningitis) |
| | Capacity to respond to emergencies | |
| Strategic partnerships/ development of partnerships and their use | i) Role and contribution of UNDP to coordination (including evolution of role beginning with the Round Table of 2004) | <ul style="list-style-type: none"> a) Analysis of role of the Office as lead manager in three consultation frameworks b) Analysis of ongoing revision of coordination structure c) Analysis of role of UNDP in UN coordination d) Analysis of role in formulation of strategic documents e) Perception among partners |
| | ii) UNDP as valued partner (added value and comparative advantages) | |
| | iii) Relations with civil society (NGOs, CSOs, private sector, academic world, media, etc.) | |
| | iv) Helping government make better use of partnerships | |

SECOND EVALUATION THEME: CONTRIBUTION TO DEVELOPMENT RESULTS

| Criteria | Questions / indicators | Sources of information |
|-------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Effectiveness | i) Comparison between expected and actual results | a) Examination of projects and programmes through documentation, interviews, field visits and existing relevant statistics. b) Discussion with beneficiaries c) Existing evaluations of UNDP and other relevant evaluations |
| | ii) Review and analysis of outcome indicators, their relevance and measurability | |
| Efficiency | i) Management of operations: <ul style="list-style-type: none"> ▪ Meeting deadlines ▪ Prompt disbursements ▪ Promptness and quality of monitoring and evaluation reports and reports to donors | a) Perceptions among partners and monitoring of personnel for programmes and UNDP operations b) Discussions with partners and NGOs engaged in similar activities c) Opinions of TFPS/case studies: local police d) Evaluations/discussions with project coordinators /case study: PAPAP |
| | ii) Would it have been possible to carry out the activities more quickly or at lower cost? | |
| | iii) Strategic efficiency: do reported results reflect a scattering of efforts? | |
| | iv) Have opportunities for synergies been maximized? <ul style="list-style-type: none"> ▪ With other projects/activities of the UNDP? ▪ Between UNDP activities and those of partners? | |
| Sustainability/ national ownership | i) Exit strategy planned at beginning and monitored during execution | a) Based principally on the analysis of 13 selected projects b) Field visits and interviews with beneficiaries c) Analysis of national budget |
| | ii) Contribution of the government: <ul style="list-style-type: none"> ▪ Human resources/financial resources ▪ Inclusion in the national budget | |
| | iii) Sustainable participation and engagement by communities | |
| | iv) Effective strategy for development of capacities. | |
| | v) Environmental sustainability | |

| THIRD EVALUATION THEME: CROSS-CUTTING THEMES | | |
|-----------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Criteria | Questions / indicators | Sources of information |
| Gender | i) Inclusion of gender in the planning of all projects | a) Analysis of project documents b) Training and personnel c) Existing thematic evaluations d) Project evaluations e) Monitoring reports f) Categorized data |
| | ii) Monitoring gender issues during execution | |
| South-South Cooperation | Real promotion and use of South-South cooperation | a) Targeted discussion with programme personnel |
| Advocacy | Analysis of use of means of advocacy: <ul style="list-style-type: none"> ▪ Government ▪ Information for public/media ▪ Mechanisms of coordination ▪ Synergy between projects and activities | a) Discussions with RR or Country Director b) Discussions with project coordinators |
| Programme management | i) Efficiency of programme management | a) Discussions with RR or Country Director b) Field visits c) Interviews with programme and project personnel d) Interviews with partners |
| | ii) Presence on the ground | |
| | iii) Perception of partners | |
| UN System coordination | i) UNDP contribution to effective planning by UN at the operational level, progressive elimination of duplicate services or efforts | a) Perception among partners (especially UN, government, TFPs) b) Study of joint projects |
| | ii) UNDP contribution to the optimal use of comparative advantages of different UN agencies | |

Annex III

TABLE OF KEY QUESTIONS BY INTERVIEW CATEGORY

| CATEGORIES OF PERSONS (NON-UNDP) INTERVIEWED FOR THE ADR | |
|-----------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Categories of persons | Principal evaluation questions |
| Government | <ul style="list-style-type: none"> ▪ Do UNDP interventions appropriately reflect national priorities? ▪ Has the UNDP demonstrated a capacity for adapting to changes in the national context? ▪ How do you see the role of UNDP as a contributor to national development? ▪ What have been the most significant and successful interventions by UNDP? Why? ▪ Are there areas in which UNDP should intervene more or in which it should improve its performance? ▪ What measures have been taken in order to ensure the sustainability of results achieved with support from UNDP? ▪ What mechanisms exist with regard to coordination? Has UNDP developed effective coordination with other actors? |
| Civil society, NGOs, independent observers | <ul style="list-style-type: none"> ▪ What is your opinion of progress in human development in Burkina Faso? ▪ Has UNDP contributed effectively to the improvement of the situation in Burkina Faso? ▪ What was the most important contribution of UNDP? ▪ What could have been done better or differently in order to improve effectiveness and to respond to needs in a more appropriate manner? ▪ Do you consider UNDP an efficient partner upon whom you can count? ▪ Do you participate in consultations organized with support from UNDP in order to develop national or sector-related strategic documents? Have these consultations been effective? ▪ Have you benefited from training or from programmes for improvement of capacities supported by UNDP? ▪ What is the image of UNDP in the opinion of the public? |
| TFPs, UN and international financial institutions | <ul style="list-style-type: none"> ▪ What is your opinion on progress made in human development in Burkina Faso? ▪ What is your opinion in general concerning the role and the performance (relevance, effectiveness, efficiency and strategic role) of UNDP? ▪ What are the comparative advantages of UNDP in this country? ▪ What has been the most significant added value of UNDP? ▪ How could UNDP become more effective? ▪ Are there areas, in your opinion, where UNDP should not intervene? Why? ▪ What are the mechanisms for coordination in place? What role does UNDP play in them? What is its role in the ongoing thought process concerning the development of new mechanisms for coordination? |

(cont'd) ►

◀ (cont'd)

| Categories of persons | Principal evaluation questions |
|-----------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Beneficiaries | <ul style="list-style-type: none">▪ Has your situation been improved thanks to the intervention of UNDP?▪ Did the support received from UNDP correspond to your needs?▪ Was this support provided as scheduled? Was it properly targeted?▪ What are the things that UNDP has done best in this country? What has it done less well?▪ How do you view the future? Will you be able to continue the activities that are going on after the end of direct support from UNDP? |

Annex IV

PROJECTS AND ACTIVITIES SELECTED FOR IN-DEPTH EXAMINATION

The following criteria of selection were used to select projects and activities that the ADR team examined in-depth:

- balance between different thematic axes of the Programme;
- balance between upstream and downstream actions;
- feasibility of evaluation, for example, existence of project evaluations;
- possibility of access for final beneficiaries of the project;
- possibility of examining gender-related aspects.

On this basis, the following projects and activities were chosen for each of the thematic axes:

| |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Fight against poverty and management of natural resources |
| 1. Development project for agricultural and pastoral resources in Namentenga province (PAPNA) 2. Support for implementation of microfinance strategy 3. Programme for multifunctional platforms 4. Valorization of non-timber forest products 5. Support for small-scale irrigation |
| Support for good governance |
| 6. Programme of support for Parliament (PAPAP) 7. Support for gender caucus in Parliament 8. Support for human rights (UNDP participation in a “common basket”) 9. Support for local police (PROPOLICE) |
| Fight against HIV/AIDS |
| 10. Support programme for associations and communities (PAMAC) 11. Institutional support for SP/CNLS |

Annex V

LIST OF PERSONS CONSULTED

GOVERNMENT OF BURKINA FASO

BADO Blaise, Director, Permanent Fund for development in territorial collectivities

BAMBARA Daniel, Secretary-General, Ministry for the Economy and Finance

BAMOGO Sara, Treasury and Public Accounting Department, Ministry for the Economy and Finance

DEMBELE André, Secretary-General, Ministry for the Promotion of Human Rights

DJIGMA Yvette, Director of microfinance, Treasury and Public Accounting

FAYAMA Karfa, Treasury and Public Accounting Department, Ministry for the Economy and Finance

GNANKAMBARI Moumounou, Treasury and Public Accounting Department

GUINDO Fatoumata, Treasury and Public Accounting Department, Ministry of the Economy and Finance

GUIRA Léonard, Director for territorial collectivities, and Director for the ADEPAC project

ILBOUDOU Clémence, Secretary General, Ministry for the Promotion of Women

KONE Noélie, Chief, Europe Division and United Nations System, Ministry of the Economy and Finance

MBAYE Diouf, Technical operations unit, microfinance

NIKIEMA Mariam, Permanent Secretary of the National Council for the environment and sustainable development

OUEDRAOGO Eric, Programme officer for Malaria, , Global Fund Unit at SPCNLS

OUEDRAOGO Marie-Françoise, Permanent Secretary, Projet de renforcement de la gouvernance administrative et de la coordination de la politique nationale de bonne gouvernance (PRGA-PNMG Ministry of Civil Service

SANDWIDI Nathalie, Chief, Technical operations unit for the Action Plan of national microfinance strategy

SAWADOGO Baba, Resource Person, Ministry of Territorial Administration and Decentralisation

SAWADOGO Salifou, Minister of the Environment and Quality of Life

SEGBO Léné, Director for Cooperation, Ministry of the Economy and Finance

THENDREBEOGO Joseph André, Permanent Secretary, National AIDS/HIV Control Commission

YODA Céline, Minister for the Promotion of w\Women

NATIONAL ASSEMBLY

DONDASSE Eugène Talata, Programme Manager, National Assembly

NABOHO Kanidoua, First Vice-president, National Assembly

SEREME Saran, Gender Caucus Chairperson, National Assembly

NATIONAL INDEPENDENT ELECTORAL COMMISSION (CENI)

YAMEOGO François d'Assise, Office Director

**PERMANENT UNITED NATIONS
MISSION FROM BURKINA FASO AT THE
UN HEADQUARTERS IN NEW YORK**

DABIRE Der Laurent, Second Counsellor

REGION OF BOUCLE DU MOUHOUN

BADO Matthias, Regional Director for
agriculture, hydraulics and water resources

DJANE, Bamorifi, Regional Director for the
economy and planning

KADEBA-TRAORE Mélanie, Regional
Director for the economy and finances

MAIGA Moussa, Regional Director for the
economy and planning

SANON D. Mathurin, Regional Director for
the environment and quality of life

ZOURE Eric, Regional Director for the
economy and planning

**PROJECT TO SUPPORT ASSOCIATIONS
AND COMMUNITIES (PAMAC)**

DAO Mamadou, Programme Officer,
Prevention

DEMBA Diack, Programme Officer,
Institutional support

BAKIONO Bagnombé, Coordinator

KERE Sosthène, Programme Officer,
Centres for voluntary AIDS testing

KOLOGO Boureima, Director of Operations

LOUGUE Marcel, Programme Officer,
Care and Treatment

OUEDRAOGO Amadou, Project Director,
Malaria project

SAWADOGO Mamadou, Coordinator,
REGIPIV

SOME Jean-François, Programme Director,
PAMAC

TIENDREBEOGO Issouf, President,
African Solidarity

**TECHNICAL AND FINANCIAL
PARTNERS (TFPS)**

BADO B. Célestin, Operations Officer,
World Bank

DZINGA-DONGO, Antoinette
Representative, African Development
Bank (AfD)

H.E. DUIJFJES Gérard, Ambassador
of the Netherlands

KARLTUN Stina, First Secretary,
Development, Swedish Embassy

LORELLE Jacqueline, Chief of Cooperation,
French Embassy

PEDERSEN Mogens, Ambassador
of Denmark

PITTELOUD Elisabeth, Assistant Director,
Cooperation Office, Swiss Embassy

ROSELLINI Christine, Cooperation Attaché,
Economy and Finances, French Embassy

SOTIROVA Galiëna, Representative,
World Bank

THOLEN Paul, First Secretary, Embassy
of the Netherlands

**MEMBERS OF THE GENDER THEMATIC
GROUP OF THE UNITED NATIONS
SYSTEM IN BURKINA FASO**

BA Safyatou, Operations Officer, UNIDO

CISSE Mireille, Programme Officer
PTME, UNICEF

KIELEM David, Management Process
Officer, WHO

KEITA Olga, Assistant Country
Director, WFP

MAYOUIYA André, Representative, UNFPA

NZIRORERA Sylvana, Assistant
Representative, UNICEF

OUANDAOGO Delphine, Gender Focus
UNDP

OUEDRAOGO Edith, Lead Manager
(UNFPA), Thematic group on gender
of the UNS

SANOU Sasilisa, Programme Officer,
ONU HABITAT

TRORE Alima, support unit for
coordination UNDP

**CIVIL SOCIETY AND
NON-GOVERNMENTAL
ORGANIZATIONS IN OUAGADOUGOU**

BAKIONO Bagnomboé, National
Coordinator, African Network for youth,
health and development

BALIMA Théophile, Media and
Communication Specialist,
University of Ouagadougou

BAMBARA Casimir, Programme Officer,
AFRICARE

CONDITAMDE Ludovic, Natural Resources
Specialist, Tree Aid

COULIBALY Aoua, Support Coordinator
for financial intermediation, PRESEM
project (microfinance), and Partnership
Officer, RCPB

COULIBALY Siaka, Executive Secretary,
Network of organizations of civil society
for development

GARANE Hamidou, Jurist, University of
Ouagadougou

HIEN Jonas, Executive Secretary, National
Unit for Strengthening of Capacities of
Civil Society

HONADIA Clarisse, Officer for Programmes
in education and environmental com-
munication, International Union for the
Conservation of Nature (IUCN)

KABORE Simon, Coordinator, Network for
access to essential medicines

LOADA Augustin, Executive Secretary,
Centre for Democratic Governance

LIEHOUN Mariam, Study and research
group for democracy and economic and
social development

NAPON Moïse, President of the Board of
the Permanent Secretariat for NGOs
ONG (SPONG)

OUEDRAOGO Alidou, President, Foundation
for the promotion of human rights and
development in Africa

OUEDRAOGO Carine, Training Officer,
Albert Schweitzer Centre of Burkina Faso

OUEDRAOGO Clémentine, Director,
Promotion of women, development
and solidarity

OUEDRAOGO Halidou, President,
Foundation for the promotion of human
rights and development in Africa

OUEDRAOGO Omar, Communication
Officer, Rural Confederation of Faso

OUEDRAOGO R. Thomas, Research Officer,
Centre for Democratic Governance

OUEDRAOGO Saïdou, Network
Development Director, Network for
development of people's banks of
Burkina Faso, and President, Professional
Association of microfinance institutions

SANOU Alain, Executive Secretary, Coalition
of civil society organizations for fair and
sustainable development

SANOU Issouf, Programme Coordinator,
National Federation of Rural Organizations

SAWADOGO Daouda, Director General
of the Network of people's banks of
Burkina Faso

SAWADOGO Lookmann, Secretary General,
Let's Be Citizens Collective

SOMDA Asseghma Anselme, Intern,
Centre for Democratic Governance

SOME Blaise, Member of the Board of the
Permanent Secretariat for NGOs (SPONG)
and coordinator of SOS-Sahel International

SONDO Blaise, Executive Secretary,
RENLAC

TIEMTORE Sylvestre, Coordinator,
Permanent Secretariat for NGOs (SPONG)

WFPOUSSA Patrice, Executive Secretary,
Network for support of health insurance
co-operatives

ZOROME Ismaël, Secretary General,
Association for the social reinsertion
of deprived people

ZOUNDI Wilfried, Member of the South/
North Institute for instruction and promo-
tion of education about human rights, and
intern, Foundation for the promotion of
human rights and development in Africa

ZOURE Christophe, Coordinator of Programmes, SOS-Sahel International

CIVIL SOCIETY AND NON-GOVERNMENTAL ORGANIZATIONS OUTSIDE OUAGADOUGOU

COULIBALY Jean-Pascal, Volunteer Centre, Dédougou

DABIRE B. Narcisse, Modern Education Club, Bobo-Dioulasso

DAH Judith, Burkinabian Solidarity Association, Bobo-Dioulasso

HEMA Saly, Sidewalk Dispensary Association, Bobo-Dioulasso

KAFANDO Christine, President, Association House of Bobo-Dioulasso

KAZONGO Germaine, Yerelon Association (“knowing ourselves better”), Bobo-Dioulasso

KEITA N. N. Elisabeth, Union of Hakilignuman Associations (take courage, give each other good advice), Dédougou

KINDE HOUIN Haoua, Association Lénini, sector 4, Dédougou

KONDE Gertrude, Association HEERE KADI (“peace is good”)

MILLOGO Augustin, Association lafi la viim (“health is life”), Lena

MILOGO Haoua, Community Counsellor, Dédougou

OUATTARA Batiéba, Association Jiguiya Yeleem, Bobo-Dioulasso

OUEDRAOGO COMPAORE Joséphine, DRECV/BMH (Regional Director for environment and quality of life/Boucle du Mouhoun)

OUEDRAOGO Rasmane, Association House (Solidarity – Social Action)

OUEDRAOGO S. Honorine, Hope and Life, Bobo-Dioulasso

PARE Brigitte, Volunteer Centre, Dédougou

RAMDE Jean-Paul, Responsibility, hope, life and solidarity, Houndé

ROUAMBA Mariam, Getting Well in Burkina Association, Bobo-Dioulasso

SANOOGO Jacques, Hope for Tomorrow Association, Bobo-Dioulasso

SAWADOGO Salam, Association sinignassigui (“provide for the future”), Bama

SEOUR MEDA Thérèse, Diocesan Committee for the fight against AIDS, Bobo-Dioulasso

SERME Catherine, Volunteer Centre, Dédougou

TAME T.B. Serge, Home visits

TAMINI DAKUYO Justine, Trainer, butter production “de karité”

TAPSOBA Grégoire, Catholic Organisation for development and solidarity, Dédougou (OCADES)

TIBIRI Bath Chéba, Women’s House, Dédougou

TRAORE Drissa, Association for the promotion of African youth and development, Kéné Dougou

TRAORE Idrissa, Union of Burkinabian truck drivers for the fight against AIDS, Bobo-Dioulasso

TRAORE Madina, Centre for anonymous testing and information, Bobo-Dioulasso

TRAORE Moussa, Officer, Community care and treatment, Dédougou

ZAOUA Pascaline, Association lénini, sector 4, Dédougou

ZERBO Ousmane, Association HEERE DJIGUI (“Hope”)

ZOUNGRANA Minata, DRPF/ BMH (Regional Director for the promotion of Women/ Boucle du Mouhoun)

ASSOCIATION OF WOMEN OF TCHÉRIBA: GATHERING AND PREPARATION OF LIANAS / ARSA NON-TIMBER FOREST PRODUCTS

DAO Bakao

DAO Gnakoté

DAYO Basari

DAYO Bayiri

DISSA Awa

DISSA Fatoumata

DISSA Mariam
DISSA Minata
DISSA Safieta
GNEME Zara
LOUKE Fatoumata
NAGO Minata
SAKO Korotimi
SAKO Semeta
TINDE Fatoumata
TINDE Mariam
YEDAN Hezita

**OTHER WOMEN'S ASSOCIATIONS
ENGAGED IN ACTIVITIES SUPPORTED
BY THE UNDP IN THE BOUCLE DU
MOUHOUN REGION**

Women's group—including women repatriated from Ivory Coast —engaged in a small-scale irrigation project in Badala

Group of women repatriated from Ivory Coast engaged in preparation of manioc and the commercialization of byproducts, Dédougou

Group of women in charge of the multifunctional platform in Fakéna

**UNDP COUNTRY OFFICE IN
OUAGADOUGOU**

CISSE Aminata, Administrative Assistant, Service centre, Operations
CISSE Babacar, Resident Representative
COMPAORE Christine, Chief administrative assistant, human resources management, Operations
COULIBALY Clarisse, Programme Director, Environment and energy
DEBAB, Asrat, Assistant Country Director, Operations
DIALLO Laure, Programme Assistant, Environment
GOSSE Kirstin, Communications
HANSEN Peter Augusto, Programme Director, Environment

KINDA Théophile, Team leader, Communications
KINI B. Dieudonné, Programme Director, Governance
KOGASHI Aki, Programme Assistant, Environment
KOUSSOUBE Patrick, Financial Officer, Operations
MILLOGO Brice, Team leader, HIV/AIDS
MORANDAT Elsa, Programme Assistant, Governance
OUANDAOGO Delphine, Programme Assistant, Governance and Gender Focus
OUATTARA Serge, Administrative Assistant, travel, Operations
OUERDAOGO Harouna, Team leader, Governance
OUEDRAOGO Jacqueline, Programme assistant, Governance
OUEDRAOGO Mahamadi, Webmaster, Communications
OUEDRAOGO Sylvestre, Team Leader, Environment
PANGAH Mariam, Director for neighbouring countries, Programmes
SABO Isiyaka, Chief Economist
SANDHU-ROJON Ruby, Country Director
SAWADOGO Armande, Programme Director, Environment and Multifunctional Platforms
SEDEGHO Jeanne-Marie, Programme Director, HIV/AIDS
SEDOGO Ousmane, Financial Analyst
SENOU Régina, Programme Assistant, HIV/AIDS
SIRI Alain, Economist
STOLTZ Michèle, Programme Director, Environment
TAMBOULA Alizatta, Team Leader, Local Development
TAPSOBA Sidonie, Assistant for DPA (O)
THIOMBIANO Nicolas Anhadi, Contract Specialist
TRAORE Alima Debouti, Coordination support unit

VAN SPLUNTER Jacqueline,
Programme Director, HIV/AIDS
ZIGUIZANGA Lucienne, Assistant DP

UNDP PROJECT COORDINATORS

AGNELI Hélène, National
Volunteer Programme
KOLOGO Boureima, Support project for
associations and communities (PAMAC)
OUEDRAOGO Moussa, National coordinator
for the ADEPAC project
PODA Damas, Project for the valorisation of
non-timber forest products
TRAORE Soungalo, Project for the
strengthening of capacities, Department
for cooperation
ZANGRE Adolphe, Support project for
small-scale irrigation
ZONGO Célestin, Project for the
strengthening of capacities of
organizations in civil society

UN AGENCY PERSONNEL OPERATING UNDER THE COUNTRY OFFICE

AMADEU William, Programme Officer,
United Nations Volunteers
BA Safiatou, Chief of Operations,
United Nations Organisation for
Industrial Development
CONGO Rosalie, Global Fund for the
environment, support for NGOs

KAM Assanatou, Assistant,
United Nations Volunteers
LAWSON Victoire, Coordination Specialist,
Office of the Resident Coordinator
OUATTARA Claude, United Nations Capital
Development Fund
VITALE Alessandro, United Nations
Volunteers/UNCDF

UNITED NATIONS PERSONNEL OUTSIDE BURKINA FASO

BLACK Lucas, Financial Counsellor,
carbon facility, MDG-UNDP
BONGWELE David, Assistant for Political
Affairs, Africa II Division, Department
of political affairs UNO
CHARPENTIER Georg, former Resident
Representative for the UNDP in
Burkina Faso (by telephone)
GAJRAJ Priya, Assistant to the Assistant
Director and Country Officer for
Burkina Faso, UNDP
REICHEL Laurence, Evaluation Assistant,
UNCDF
SHIVUTE Tega, Research assistant,
Africa Office, UNDP
SOUMARE Mustapha, Assistant Director,
Africa Office, UNDP
THAPA Rekha, Director, Secretariat for
the UNDP Board

Annex VI

MAIN DOCUMENTS CONSULTED

(The below documents do not include the several project description reports, financial reports, as well as synthesis notes that have been provided to the evaluation team by the UNDP Country Office. The only UNDP documents included in the list are the ones of evaluative nature).

- Assemblée nationale du Burkina Faso, 'Plan stratégique de développement du parlement du Burkina Faso 2004-2014,' septembre 2004.
- Banque Africaine de Développement, 'Burkina Faso – Document de stratégie par pays axé sur les résultats: 2005-2009,' avril 2005.
- Banque Mondiale, 'Country Brief Burkina Faso,' 2009, www.worldbank.org
- Casalis Alicia, Kongo Issoufou et Karambiry Antoine, 'Rapport d'évaluation finale: Projet de renforcement des capacités des communautés urbaines,' Gouvernement du Burkina Faso et PNUD, février/mars 2006.
- Coordination du Système des Nations Unies au Burkina Faso, 'Analyse Commune de Pays: Burkina Faso,' juin 2000.
- Dion Richard, Nana Robert Z, 'Projet d'appui au Sahel burkinabé – Mission d'évaluation à mi-parcours,' Ministère de l'environnement et du cadre de vie, FNUE et PNUD, février 2005.
- Dion Richard, Tindano Aïzo, 'Projet d'appui à la concertation et à la gouvernance locale – Mission d'évaluation à mi-parcours,' Gouvernement du Burkina Faso et PNUD, février 2006.
- Diop Marième, Ouattara Mariamé, 'PNUD-BF: Mainstreaming du genre dans les projets et programmes et le renforcement des capacités,' novembre 2007.
- Economist Intelligence Unit, Country Profile Burkina Faso, 2007.
- FMI/ADI, 'Burkina Faso – Joint Staff Assessment of the Poverty Reduction Strategy Paper: Progress Report,' 6 février 2004.
- Fonds d'Équipement des Nations Unies (FENU), 'Burkina Faso: Evaluation Finale du Projet de Développement des Ressources Agro Pastorales de la Province du Namentenga (PAPNA),' 30 juillet 2008.
- Fonds International de Développement Agricole (FIDA), 'Burkina Faso – Projet national de gestion des terroirs (phase II): Evaluation intermédiaire,' octobre 2008.
- Gouvernement du Burkina Faso, Conseil national de prospective et de planification stratégique, 'Etude nationale de prospective – Burkina 2025,' 2005.
- Gouvernement du Burkina Faso, Ministère de la fonction publique et de la réforme de l'état, 'Politique nationale de bonne gouvernance 2005-2015,' 2005.
- Gouvernement du Burkina Faso, Ministère de l'économie et du développement, 'Cadre Stratégique de Lutte contre la Pauvreté,' janvier 2004.
- Gouvernement du Burkina Faso, Ministère de l'économie et des finances, 'Coopération pour le développement : Etat de mise en œuvre de la Déclaration de Paris au Burkina Faso,' décembre 2008.
- Gouvernement du Burkina Faso, Ministère de l'économie et des finances, 'Document de stratégie de croissance accélérée et de développement durable : 2010-2015 – Note conceptuelle,' février 2009.
- Gouvernement du Burkina Faso, Ministère de l'économie et des finances Bureau central du recensement et Institut National de la Statistique et de la démographie (INSD), 'Recensement général de la population et de l'habitation de 2006: Résultats définitifs,' juillet 2008.

- Gouvernement du Burkina Faso, 'Plan national multi risques de préparation et de réponse aux catastrophes: janvier à décembre 2009,' document non daté.
- Gouvernement du Burkina Faso / PNUD, 'Cadre de Coopération du PNUD avec le Burkina Faso: 2001-2005,' 29 mai 2001.
- Gouvernement du Burkina Faso / PNUD, 'Plan d'Action du Programme de Pays 2006-2010 entre le Gouvernement du Burkina Faso et le Programme des Nations Unies pour le Développement (PNUD),' mars 2006.
- Gouvernement du Burkina Faso / Système des Nations Unies, 'Bilan Commun de Pays,' octobre 2004.
- Gouvernement du Burkina Faso / Système des Nations Unies, 'Plan Cadre des Nations Unies pour l'Aide au Développement – UNDAF 2006-2010 – Burkina Faso,' 4 mars 2005.
- Gouvernement du Burkina Faso / Système des Nations Unies, 'Rapport de la mission d'évaluation à mi-parcours de l'UNDAF: rapport définitif,' 4 novembre 2008.
- Jessua Claude, Bologo Adama, 'Programme pilote intégré – Education VIH/SIDA et NITC: Évaluation finale,' Ministère de l'Enseignement de Base et de l'Alphabétisation et PNUD, juillet 2006.
- Kouidhi Moncef et Delalande Guillaume, 'Rapport de la mission d'évaluation à mi-parcours de l'UNDAF: Rapport définitif,' Gouvernement du Burkina Faso et Système des Nations Unies, 4 novembre 2008.
- Lanser, Piet et al., 'Joint Evaluation of General Budget Support 1994-2004: Burkina Faso, Malawi, Mozambique, Nicaragua, Uganda, Vietnam--Burkina Faso Country Report,' International Development Department, School of Public Policy, University of Birmingham, 2006
- Moulin Bénédicte et Kampaoré Scholastique, 'Évaluation à mi-parcours du PAMAC: Rapport de l'évaluation,' PNUD, novembre 2005.
- Murphy Jonathan, 'Évaluation du projet 00040350- PAPAP/PAP 2004-2005 et du PSDP 2004-2014,' 31 décembre 2005.
- N'Guessan M'Gbra, Ouedraogo Barthélemy et Sanou Saïdou, 'Évaluation à mi-parcours du Programme national plates formes multifonctionnelles pour la lutte contre la pauvreté: rapport général,' Ministère de l'économie et des finances et PNUD, juillet 2007.
- OMS, 'GLOBAL Database on Child Growth and Malnutrition,' 13 juin 2008.
- Ouédraogo Idrissa, Sangaré Nestorine, 'Étude diagnostique sur les questions de genre en vue de l'élaboration d'un programme conjoint au sein des agences du système des nations unies au Burkina Faso,' décembre 2008.
- PNUD, Bureau de l'évaluation, 'Guidelines for an Assessment of Development Results (ADR),' janvier 2009.
- PNUD, 'Document de Programme de Pays pour le Burkina Faso (2006-2010),' document DP/DCP/BFA/1, 31 octobre 2005.
- PNUD, 'Évaluation du cadre de concertation des partenaires techniques et financiers de l'environnement au Burkina Faso: Rapport final,' octobre 2006.
- PNUD, 'Partners Survey – Burkina Faso by Organization Type,' 2007
- PNUD, 'Rapport sur le développement humain, Burkina Faso – Corruption et développement humain,' 2003.
- PNUD, 'Stratégie de communication PNUD Burkina Faso 2006-2010,' document non daté.
- PNUD, 'UNDP Regional Programme Document for Africa (2008-2011),' octobre 2007.
- Robert Suzanne et Pale Samidou Mathias, 'Mission d'évaluation à mi-parcours: Projet de développement des ressources agro-pastorales du Mamentenga (PAPNA) – Rapport final,' FNUE et PNUD, décembre 2005.
- SP/CNLS, 'Revue à mi-parcours du cadre stratégique de lutte contre le SIDA et les IST: 2006-2010,' novembre/décembre 2008.
- Transparency International, '2008 Corruption Perception Index: Regional Highlights, Sub-Saharan Africa,' 2008.
- United Nations Capital Development Fund, '2007 Results-oriented Annual Report,' 2008