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## **Burkina Faso**

### **Country strategic opportunities programme**

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For: **Review**

## **Note to Executive Board Directors**

This document is submitted for review by the Executive Board.

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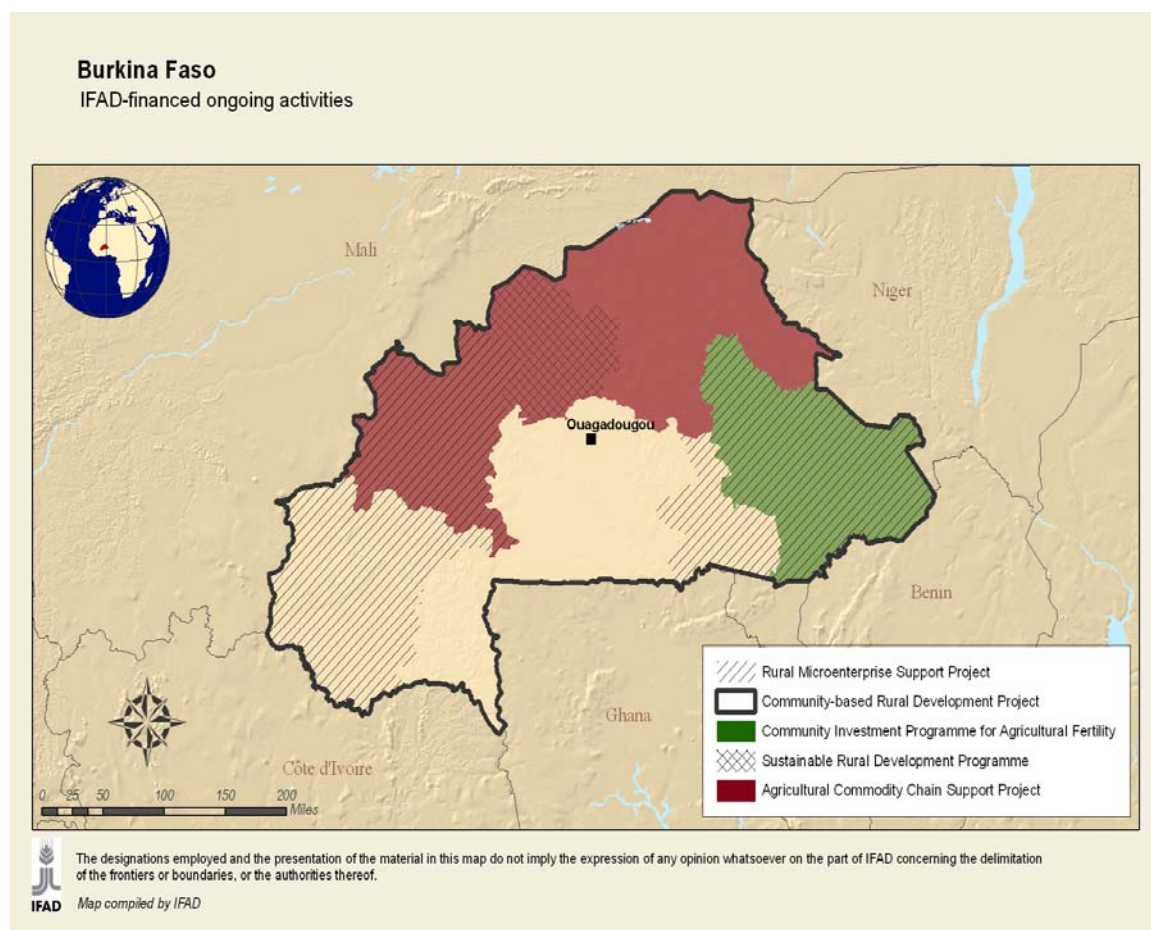
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## Abbreviations and acronyms

CCPDR	National Consultative Framework of Rural Development Partners
COSOP	country strategic opportunities programmes
GTZ	German Agency for Technical Cooperation
INERA	Institut de l'environnement et de recherches agricoles
M&E	monitoring and evaluation
PAFASP	Agricultural Diversification and Market Development Project
PAMER	Rural Microenterprise Support Project
PBAS	Performance Based Allocation System
PICOFA	Community Investment Programme for Agricultural Fertility
PIGEPE	Small-Scale Irrigation Project
PNGT II	Community-based Rural Development Project
PDRD	Sustainable Rural Development Programme
PROFIL	Agricultural Commodity Chain Support Project
PRSP	poverty reduction strategy paper
RAR	<i>Reseau d'accompagnement et de réflexion</i>
SWAp	sector-wide approach
WAEMU	West African Economic and Monetary Union

## Map of IFAD operations in the country



## Summary of country strategy

1. Since 1981 IFAD has supported ten projects/programmes in Burkina Faso, financed by loans worth some US\$130 million. Ongoing activities cover almost the entire national territory, with much of the remaining area soon to be covered by the Small-scale Irrigation Project, currently under preparation. This country strategic opportunities programme (COSOP) is shaped by field experience, local knowledge and the innovation capacity of IFAD and its partners. It covers two cycles of IFAD's performance-based allocation system (PBAS) (2007-2009 and 2010-2012), which has defined an allocation for Burkina Faso of about US\$22 million for 2007-2009. It is synchronized with the poverty reduction strategy paper (PRSP) action plan (2007-2009), within the framework of which it can contribute to the country's development objectives. These elements require IFAD to use proactive and inclusive targeting principles and processes focused on the rural poor, particularly in the North and South-west regions, while giving preference to the more marginalized (either by gender, socio-economic or cultural factors) or to the degraded and fragile ecosystems on which their livelihoods depend. The next six years will be a time of consolidation, harmonization, innovation, strengthened partnerships and policy dialogue, informed by field experience to reach a higher level of effectiveness and impact in a framework of collaborative action and mutual accountability. They will also see a new emphasis on pro-poor private goods and services delivery and a scaling up of activities.
2. The purpose of the country programme is to build inclusive and sustainable institutional systems supported by pro-poor investments, policies and relevant innovation and learning engagements. The COSOP has two main strategic objectives: (i) enhancing and diversifying sustainable livelihoods of rural poor and marginalized groups, especially women, through inclusive local private-sector development; and (ii) enhancing decentralized governance of, and equitable access to, public goods, services and natural resources. These thrusts are articulated through specific thematic and operational strategies and policies based on best practices, linked to knowledge systems and supported by policy processes at the country level. IFAD's positive track record provides a range of entry points, which, combined with the Government's determination to do its share to achieve the Millennium Development Goals, make for a conducive environment for rural poverty reduction.
3. IFAD's portfolio in Burkina Faso provides good leverage for developing strong partnerships at all levels and for influencing policies based on field experience. To bridge the gap between the micro, grass-roots level and sectoral macropolicies, IFAD will focus especially at the meso level. Increasing the effectiveness of poverty reduction interventions will require better alignment between the country's main policies (and subsector policies) and the strategies affecting the agricultural and rural sector. Another challenge will be improving commodity chain governance so as to actively involve a wider range of private-sector players in generating mutually beneficial synergies with producers' and processors' groups, civil society at large and the public sector. Emerging opportunities for learning and innovation include some new patterns of production in the rural sector, such as more pro-poor contract farming, more accessible communication technology, and better adapted technologies (irrigation, processing, etc.). Since some of these developments have tended to bypass the rural poor, making them work for the poor in a transparent and equitable manner will be both an opportunity and a challenge. The unfolding decentralization process provides the context within which to foster such support, and to enhance inclusive service delivery and security of natural resource tenure, allowing, at the same time, a stronger say for poor women and men in decision-making on public-sector resource allocation and greater citizens' control over budgeting and expenditures.

# Burkina Faso

## Country strategic opportunities programme

### I. Introduction

1. This country strategic opportunities programme (COSOP) defines the strategic partnership framework within which the Government of Burkina Faso and IFAD will collaborate from 2007 onwards. It is the result of a consultative and participatory process involving the main types of stakeholders in rural poverty reduction, or their representatives. The strategic objectives thus identified are aligned with the Millennium Development Goals, the national poverty reduction strategy paper (PRSP) and the country's rural development strategy. They are also consistent with the IFAD Strategic Framework 2007-2010 and its priorities, and with the Fund's performance-based allocation system.

### II. Country context

#### A. Economic, agricultural and rural poverty context

##### Country economic background

2. Covering 274,000 km<sup>2</sup>, landlocked Burkina Faso borders on Benin, Côte d'Ivoire, Ghana, Mali, the Niger and Togo. This makes the country a passway for goods and people on several major trade and travel routes, but also renders it vulnerable to crises occurring in the subregion. Following structural adjustment measures undertaken in the 1990s, GDP increased by about 5 per cent between 1991 and 1999.<sup>1</sup> In 2000, however, GDP growth fell sharply (1.1 per cent), the combined effect of drought-related decreases in agricultural production (cotton, groundnuts and food crops), an increase in the price of oil products and a decline in remittances from abroad – due to the crisis in Côte d'Ivoire.<sup>2</sup> In 2001, conversely, despite unfavourable terms of trade for agricultural products, a good rainy season brought about better agricultural performance, which translated into a GDP increase of 6.1 per cent. Since then, GDP increases have been variable. In 2004, the effects of a drop in commodity prices (cotton world market prices decreased by 30 per cent), the locust invasion (which, among others, caused a 30 per cent decrease in livestock exports) and the devaluation of the dollar vis-à-vis the euro brought GDP down to 4.6 per cent. According to recent official estimates, however, GDP for 2005 increased to 7.1 per cent.<sup>3</sup> This cyclical change in growth rates highlights the high vulnerability of the country's economy to agricultural commodity prices, neighbouring crises and climatic fluctuations. Exports are little diversified and essentially limited to cotton and livestock products, which on average account for about 75 per cent of total exports. The rural private sector (linked to agriculture, livestock husbandry, inland fisheries and forestry) provides employment and revenues to about 80 per cent of the population and accounts for 80 per cent of export earnings. The rural population constitutes 79 per cent of the total population, estimated in 2005 at 13.2 million, with an annual growth rate of 3 per cent. Other human development indicators such as life expectancy (45.7 years in 2003) and gross primary school enrolment rate (52 per cent in 2003) remain low.

<sup>1</sup> This corresponds to a real GDP growth per capita of about 2.5 per cent.

<sup>2</sup> Remittances from Côte d'Ivoire, estimated at US\$100 million in 1994, stabilized at about US\$50 million in 2005, according to World Bank estimates. There are, however, recent indications that citizens from Côte d'Ivoire are investing in Burkina Faso, which is also becoming a transit area for Ivorian export commodities such as coffee and cocoa.

<sup>3</sup> Ministry of Economy and Development, Programme d'actions prioritaires de mise en œuvre du cadre stratégique de lutte contre la pauvreté, Rapport de mise en œuvre 2005, April 2006.

### **Agriculture and rural poverty**

3. Broadly defined, the agricultural sector in Burkina Faso is the most important economic sector, generating about 37 per cent of total GDP, with cotton exports accounting for 60-70 per cent of export revenues. Agriculture is predominantly rainfed with cyclical droughts within a pattern that includes a long dry season (7-9 months) and a short rainy season (3-5 months). In areas with relatively better transport and market infrastructure, there has recently been a positive transformation of the agricultural sector, based on small family farms able to respond quickly to fast-changing market signals. Apart from cotton, agriculture is mostly oriented towards the production of food and subsistence crops, with approximately 60 to 70 per cent of the total food crops produced being for household consumption. Cereal production (mainly millet, sorghum, maize and fonio) is about 2.70 million tons for an average year, but major yearly fluctuations exist – depending on rainfall – which also affect prices. Cereals occupy 84 per cent of the total cultivated area and are grown extensively (using manual tools), depleting soil nutrients. These practices, coupled with increases in areas under cotton production, constitute a threat to sustaining soil fertility. Horticultural development and onion cultivation are increasing, as is the livestock subsector, with herds increasing by about 5 per cent per year. The latest figures (2005) place the number of bovine animals at about 8 million and the number of small ruminants at about 17 million. Poultry production (chicken, guinea fowl, etc.) is another important activity and the object of informal trade, involving women and young people in particular. Poultry products are an important part of food intake in both rural and urban areas, with production estimated at 25.7 million birds. Except in the cotton region, where animal traction is common, the integration of agriculture and livestock is still rudimentary. However, the previously noticeable distinction between agriculturalists and pastoralists has practically disappeared. Currently, nearly all rural households are engaged in both agricultural and livestock production, combined with a variety of off-farm activities.
4. Several production systems coexist: (i) subsistence food production with a few livestock-related activities, which represents the most widespread system; (ii) a mixed food crop/cotton system, which is rapidly expanding and generally includes at least one livestock-related activity (e.g. beef, animal fattening); (iii) a private investment system, quite small but expanding, for which specialized agricultural or livestock production is an investment of capital earned elsewhere (trade, salaries, etc.); (iv) the subsistence agropastoral system, within which pastoral activities, involving small-scale transhumance, are relatively more important, but which include food production; and (v) the transhumant pastoral system within which food production is less significant. Agropastoral systems can be distinguished by the length and extent of transhumance, but they share a number of constraints, namely: (i) the worsening of the security of access to and sustainable use of pastoral resources due to the expansion of the agricultural frontier, degradation of the social capital between transhumant and sedentary groups, and an increase in the obstacles to animal mobility; (ii) considerable delays in the implementation of pastoral resource management programmes; (iii) the near breakdown of the precarious equilibrium of natural resources (grazing areas and water), especially in the Sahelian agroecological zone; (iv) inefficient commodity chains; and (v) unequal and difficult access to animal feed inputs. Agropastoral systems are highly diversified, and pastoral households may own anything from just a few animals to a few hundred. Agricultural systems are similarly composite. Next to the plot of the household head, wives, children and brothers also have access to separate plots, and also to animals and/or vegetable gardens. Agricultural systems form an integral part of family-wide household production systems, which typically include wage labour, petty commerce and artisanal activities to supplement agricultural income.
5. Burkina Faso remains one of the poorest countries in the world. Poverty is especially prevalent in rural areas, although its incidence in urban areas has also increased.



The 2005 Human Development Index ranks Burkina Faso 175<sup>th</sup> out of 177 countries.<sup>4</sup> Household surveys undertaken in 1994, 1998 and 2003 show that despite good economic performance, the incidence of absolute poverty remains high. Poverty is particularly harsh in rural areas, where its incidence increased from 51.0 per cent in 1994 to 52.3 per cent in 2003. This has been accompanied by a deepening of rural poverty, with absolute poverty growing from 13.7 per cent in 1998 to 17.9 per cent in 2003. As a whole, in 2003 the rural sector accounted for 92.2 per cent of the total incidence of poverty at national level.

6. A recent study<sup>5</sup> identified six poverty groups, distinguished by the persistence of poverty and vulnerability: (i) chronically poor,<sup>6</sup> 48.8 per cent of the poor and 18 per cent of the sample; (ii) transitory poor likely to regress into chronic poverty, 10 per cent of the poor and 4 per cent of the sample; (iii) transitory poor likely to progress out of poverty, 41.2 per cent of the poor and 15.5 per cent of the sample; (iv) non-poor but vulnerable and precarious, 17 per cent of the sample; (v) non-poor but vulnerable, 5 per cent of the sample; (vi) non-poor and non-vulnerable, 40 per cent of the sample. The study highlights that: (i) vulnerability affects more people than poverty, even if the poor are the most vulnerable to crisis and shocks; (ii) chronic poverty is an important feature of poverty, as it concerned 48 per cent of the poor in 2003; in addition, 17.2 per cent of the non-poor run the risk of becoming poor in the near future, and an additional 40 per cent risk becoming poor in the short term; (iii) the overall increase in the incidence of poverty has been accompanied by a decrease in the incidence of chronic poverty, with the share of chronically poor decreasing from 57.6 to 48.8 per cent between 1998 and 2003, whereas it had increased by five percentage points between 1994 and 1998; and (iv) a decline among non-poor groups in the proportion of the highly vulnerable and precarious occurred between 1998 and 2003. Considering households by their production systems, the most vulnerable, and often chronically poor, are subsistence food crop farmers, agropastoralists involved in small-scale transhumance, and transhumant pastoralists owning only a few animals themselves and taking care of other people's animals.
7. Rural women are more likely than men to be poor (52 per cent compared with 48 per cent) and have a higher incidence of severe poverty. According to the 2003 household survey, the proportion of poverty among woman-headed households increased by 11 per cent between 1998 and 2003 (against an increase of 2.3 per cent for man-headed households). Although rural women play an increasingly important role in farm-related activities due to the feminization of agriculture, their situation is quite precarious. Their access to employment tends to be limited to wage labour and marginal activities such as petty trade. They have practically no role in decision-making, few livestock (particularly large animals), and limited (and insecure) access to land, means of production, improved technologies and markets (especially in the North and Sahel Regions, where social norms restrict their visibility) or financial services (due to lack of collateral). The socio-economic situation of youths is characterized by unemployment and underemployment, illiteracy, lack of qualifications, high dependence on the household production system, and lack of access to means of production (land, inputs and equipment). Hence the strong tendency to migrate. Girls have the same constraints but, having to help their mothers, enjoy even less freedom.

<sup>4</sup> The social situation is precarious, with an average adult literacy rate of 27 per cent, which drops to 13 per cent in the case of women (2005). In 2005, infant mortality amounted to 113 per 1,000 live births and juvenile mortality (1 to 4 years) to 105.3 per 1,000 deaths. The incidence of HIV/AIDS between 15 and 49 years was 4.2 per cent at the close of 2003. While about 40 per cent of the population are at risk of food insecurity, approximately 20 per cent live in a state of chronic food insecurity. Access to drinking water is limited to 42 per cent of the population, and only 29 per cent have access to decent health care.

<sup>5</sup> J. P. Lachaud, *Pauvreté et Inégalité au Burkina Faso: Profil et Dynamique* », report prepared for the United Nations Development Programme, Ouagadougou, 2003.

<sup>6</sup> A combination of, and interaction between, material poverty, extreme capability deprivation and vulnerability often characterizes the chronically poor. See: Chronic Poverty Research Centre, *Chronic Poverty Report 2004-5*, 2006.

8. According to the 2003 survey, the principal income sources of rural households are: (i) agriculture, 40.9 per cent (mostly from livestock production); (ii) the non-agricultural sector, 24.7 per cent; (iii) salaries and wages, 19.6 per cent; and (iv) remittances and others, 14.6 per cent. Predominant sources of income for poor and marginalized groups are agriculture, including livestock, wage labour/petty trade and, to a certain extent, remittances. Remittances from Côte d'Ivoire decreased between 1998 and 2003, which affected only poor households (20 per cent). Remittances to woman-headed households constituted 34.2 per cent of their total income (against 13.3 per cent in man-headed ones), a further indication of their vulnerability. In Burkina Faso, one of most important determinants of rural poverty and vulnerability is location.<sup>7</sup> The North, Boucle du Mouhoun, South-west and Centre-south are the poorest regions, with respectively 68.8 per cent, 60 per cent, 66 per cent and 56.6 per cent of poor households, and with poverty on the increase.

## **B. Policy, strategy and institutional context**

### **National institutional context**

9. Burkina Faso presents a favourable national institutional context for rural poverty reduction, fostered, among others, by progressive laws that provide an enabling environment for the development of grass-roots institutions and empowerment of rural communities. Given the recent trend towards promoting private-sector development through, for example, support for supply and value chains, IFAD will need to further diversify the range of its partner institutions in government. The Ministry of Agriculture, Water and Fisheries Resources will continue to be the Fund's main partner institution, while the Ministry of the Economy and Development represents an important partner in terms of policies and programmes aimed at enhancing the rural non-farm and off-farm sector. The first local elections for rural municipalities, held in 2006, have provided renewed momentum to the decentralization process, and it is important to support this directly and indirectly. Direct support will include catering to some of the vast capacity-building needs of new rural municipality (technical) staff and newly elected (political) officeholders. The latter are the municipal counsellors who provide the democratic link with village-level constituencies, as representatives in local government units concerned with public-sector decision-making and resource allocation. Indirect support will entail decentralizing decision-making in programme implementation.

### **National rural poverty reduction strategy**

10. Formulated in 2000 and revised in 2003 to include the decentralized poverty reduction strategies of the 13 regions, the PRSP is based on seven principles: (i) redefinition of the role of the State; (ii) sustainable development of natural resources; (iii) promotion of a new partnership between the State and donors; (iv) promotion of good governance; (v) women's participation; (vi) consideration of regional disparities; and (vii) continuation of the process of integration within the West African Economic and Monetary Union (WAEMU). These principles rest on four pillars: (i) accelerate equity-based growth; (ii) guarantee access by the poor to basic social services; (iii) expand poor people's opportunities for employment and income-generating activities; and (iv) promote good governance. The revised PRSP recognizes that, despite various progressive laws, marginalized groups still lack secure access to land and other natural resources. It recommends increasing natural resource tenure security, giving priority access to women and young people,

<sup>7</sup> In a mostly agricultural country, the specificity of agroecological zones is of paramount importance. The Sahelian zone has erratic and low rainfall and degraded natural resources, partially compensated by livestock production. Food deficits are a permanent feature in the North and Sahel Regions. The Centre South Region is new and no time series of data are available. Surprisingly, according to one survey, the Sahel Region has witnessed a decrease in the poverty head count. However, since the survey uses expenditure as a proxy for income and the cost of living in the Sahel is very high and terms of exchange (livestock against cereal) unfavourable, one explanation is that 2003 was an unusually good year in terms of rainfall. Given that the dominant activity of the region is livestock-raising, residents may have sold more livestock and acquired more food and services than usual.

especially to irrigated land (inland valley bottoms and small-scale irrigation). Long-term sectoral targets include increasing land under irrigation by 1,000 ha per year and restoring soil fertility on 30,000 ha per year.

11. The Government recognizes that faster growth alone will not reduce the incidence of poverty, the first Millennium Development Goal. It will therefore adopt policies directly targeting the poor by helping them access essential social services and offering them expanded employment opportunities. Reforms to increase the ability of the poor to participate in economic growth will focus on accelerating such growth in the agricultural sector. The Government has decided to designate the social sectors and rural development (including rural roads and water for agriculture and livestock) as priority sectors, which will receive increased attention as the PRSP is implemented. Programmes for these sectors will be implemented with the involvement of NGOs and local communities when this would be more effective than using government structures alone. To achieve these objectives, the Government prepared a plan of priority activities for 2004-2006 (subsequently updated to 2006-2008), with a set of impact indicators. Key quantitative objectives set by the PRSP are to: (i) increase yearly real GDP per capita by 4 per cent from 2004 onwards; (ii) reduce the incidence of poverty from 46 to 35 per cent by 2015; and (iii) increase life expectancy to 60 by 2015. The revised PRSP provides the framework within which this COSOP can contribute to Burkina Faso's development objectives. The proposed framework is also shaped by field experience, local knowledge and the innovation capacity of IFAD and its partners. IFAD's focus in Burkina Faso is determined by its mandate, mission, strategic framework and policies. These require IFAD to use proactive and inclusive targeting principles and processes focused on the rural poor, particularly in the North and South-west Regions, while giving preference to the more marginalized either by gender, socio-economic or cultural factors, or to the degraded and fragile nature of the ecosystems on which their livelihoods depend.

#### **Harmonization and alignment**

12. IFAD is part of a multilateral and bilateral donor group in Burkina Faso, whose task is to harmonize donor views and coordinate interaction with the Government (see paragraph 41). The last intervention designed under the previous COSOP, the Agricultural Commodity Chain Support Project (PROFIL), will be an integral part of a wider, national programme for fostering commodity chain development. Its harmonization, alignment and coordination mechanisms are not separate project-specific bodies, but are fully mainstreamed at the decentralized regional level through the regional agricultural-sector policy coordination committees, which provide strategic and operational guidance to all commodity chain development programmes under implementation in a given region. The Government has hosted several workshops dedicated to the programme approach, and is fairly advanced in the preparation of a sector-wide approach (SWAp) programme for the agricultural sector. Achieving a consensus in this respect will be a test for – and one of the first major tasks of – a newly created national platform called the National Consultative Framework of Rural Development Partners (CCPDR), the groundwork for which had been laid by the Community-based Rural Development Project (PNGT II). There is broad agreement that a SWAp must take into account the private sector, and, more specifically, farmers' organizations. Of particular interest to IFAD in this respect are the contracts between central government and the 13 regions for financing public-sector infrastructural investments and service delivery. These contracts will help shape a new model for service delivery that will make the public sector more accountable to rural citizens.

### III. Lessons from IFAD's experience in the country

#### A. Past results, impact and performance

13. Since 1981, IFAD has approved ten projects/programmes in Burkina Faso, for a total cost of more than US\$130 million. Four operations are currently ongoing: PNGT II; the Rural Microenterprise Support Project (PAMER); the Community Investment Programme for Agricultural Fertility (PICOFA); and the Sustainable Rural Development Programme (PDRD). PROFIL is not yet effective and the Small-scale Irrigation Project (PIGEPE) is under preparation. IFAD has provided small grants – to the Albert Schweitzer Ecological Center (a Swiss NGO), the Confédération Paysanne du Faso (the national federation of farmers' organizations) and the General Directorate for Rural Land Tenure and Farmers' Organizations – and several large regional grants to different members of the Consultative Group on International Research<sup>8</sup> for undertaking action research and training. The objective was to increase local technical and scientific capacity to generate – in partnership with small farmers and pastoralists – innovations in the selection, production and exchange of annual and perennial seeds, including the improved management of plants and cultivars. Other planned regional grants will support cereal marketing (millet and sorghum) and foster the emergence of an inclusive rural finance sector. Regional grant recipients are working closely with national research institutions and IFAD-financed operations, and this COSOP will further consolidate grant-loan synergies.
14. IFAD has achieved significant results in promoting new approaches to public and private goods and services delivery in smallholder agriculture, and in developing a public-private partnership model for rural microenterprise development. The latter has resulted in most of the microenterprises supported being in the productive sector and relatively few in the retail sector (petty trade); also, in areas hosting a critical mass of rural microenterprises, an infant tertiary sector of upstream and downstream service microenterprises has sprung up. Partnership arrangements with the rural banking sector have sometimes been successful and scaled up (e.g. by the German Agency for Technical Cooperation's Agricultural Development Programme). Good results have also been achieved by increasing the accountability of local government personnel and deconcentrated line agency technical staff through greater participation of IFAD target groups in village-based natural resource management commissions, which are legally empowered to plan and implement rural development activities and handle public funds. Impact has been related to (i) soil and water conservation, leading to improved food security and agricultural incomes; (ii) community-driven development, leading to improved collective infrastructure and incomes derived from such infrastructure; and (iii) business development services, leading to income smoothing and diversification. Soil and water conservation has had considerable impact on improving farming practices and agricultural productivity, reversing natural resource degradation in fragile ecosystems. Community-driven development has had major impacts, especially in remote rural areas, mostly on social sectors and, indirectly, on food security and incomes (functional adult literacy classes allowing for the preparation of simple farm budgets and more efficient agricultural and marketing activities; women spending less time collecting water and more on productive activities, as well as earning their own income, which contributes to their increased decision-making power within households, etc.). Business development services have contributed to successful rural microenterprise start-ups and consolidations, leading to more rural employment and increased non-agricultural incomes, mostly through upgrading of existing technologies and the introduction of new opportunities for processing and value addition.

<sup>8</sup> The International Plant Genetic Resources Institute; the International Crop Research Institute for the Semi-Arid Tropics; the World Agroforestry Centre; and the International Institute of Tropical Agriculture.

## B. Lessons learned

15. **Project design.** A flexible, demand-driven and process-oriented programme approach is better suited to respond to the needs of IFAD target groups and is a powerful tool for empowerment. The integration of a proactive approach in favour of marginalized groups, with an emphasis on gender differences, is important and needs to be strengthened. Care must be taken, however, to ensure that the activities proposed fit in with and improve the livelihoods of these groups without imposing extra burdens, especially on women. Livelihood and institutional analyses assist in making more appropriate choices of interventions and in selecting the right partners. Emphasis on training, capacity-building and support to grass-roots organizations pays good dividends. Often the activities proposed and the innovations foreseen are quite standardized. There is thus a need to put in place a dynamic system of experimentation, including appropriate incentives, among farmers and rural microentrepreneurs, researchers and technicians.
16. Targeting is more important than ever. The targeting strategy must be clear but also flexible enough to adapt to changing circumstances. Adopting a mix of targeting mechanisms – including self-targeting (e.g. technologies, crops); direct targeting of specific groups (e.g. herders, chronic poor), and of women within these groups if necessary; and selection of poor regions – ensures that poor and marginalized groups benefit from interventions.
17. The promotion of rural microenterprises can be a powerful tool for poverty reduction, especially for women and young people. A fine balance needs to be struck between consolidating existing rural microenterprises and supporting the creation of new ones. Demand-driven approaches are key, but they need to be accompanied by appropriate microfinance tools for one, as it is also important to strengthen the supply side in order to establish backward and forward linkages. To promote dynamism in local economies, synergies must be established between agriculture and rural microenterprises to maximize potential spin-offs in the secondary and tertiary sector, which in turn will have positive effects on local agriculture.
18. **Rural microfinance.** Best practices in rural microfinance must not be applied dogmatically; subsidies are necessary, especially when chronic and persistent poverty prevails, but care must be taken not to disrupt microfinance markets and impose artificially low interest rates. It is better to subsidize feasibility studies, preparation of requests, etc., rather than purchase equipment for which other instruments exist (such as microleasing through equipment manufacturers or microfinance institutions).
19. Soil and water conservation measures remain essential, but should be integrated in a holistic watershed management approach to be effective and sustainable. They also need to be accompanied by measures aimed at increasing tenure security. When soil and water conservation measures are promoted, care must be taken to ensure that agriculture does not expand at the expense of pastoral land and of agropastoralists. Identifying different land uses and users in the areas concerned through inclusive participatory mapping needs to be undertaken at project start-up. This information can then also be used during negotiations of natural resource use agreements and for monitoring and evaluation (M&E) purposes.
20. **Project implementation.** Community-based procurement provides a good opportunity to promote local development and to empower beneficiaries. Outsourcing of service provision should favour transparent practices for competitive bidding and awarding of contracts. It has, however, often become too standardized and subject to elite capture, and the Government is not always able to regulate<sup>9</sup> the process: new approaches are needed. Project management is often too routine,

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<sup>9</sup> Including through codes of conduct and transparency, and by establishing norms, standards and quality control mechanisms.

standardized and technical. Projects should promote participative programming, and support grass-roots institutions to become real decision makers. Project management must be flexible, and the pace of implementation consonant with the implementation capacity of target groups and with the time necessary to test and adopt innovations.

21. **Monitoring and evaluation.** Most M&E does not allow for innovative economic and social planning or question how best to respond to problems and opportunities not foreseen at design.<sup>10</sup>

## IV. IFAD country strategic framework

### A. IFAD's comparative advantage at the country level

22. IFAD's comparative advantage lies in the design and funding of medium-size rural development interventions linking the local to the meso level. Most interventions have been area-based and, as such, lend themselves to providing catalytic leverage and to scaling up of successful approaches (e.g. PICOFA, PDRD). Other interventions, in support of rural microenterprises (PAMER) and community-centred development (PROFIL), have adopted a combination of area-based and programmatic approaches to ensure linkages and synergies with other ongoing projects. Moreover, while promoting horizontal coordination, they also strive for vertical coordination and integration, and try to build sustainable, responsive and demand-driven service delivery systems that support activities that generate additional incomes for the rural poor. IFAD is the only international financial institution in Burkina Faso that emphasizes the direct targeting of poor rural households. It embeds activity targeting within local institutional development activities, enhancing empowerment by strengthening rural poor people's income-generating or natural resource management-related organizations. In a community-driven development approach, this implies strengthening public and private institutions, both participatory institutions (village development committees, farmers' organizations) and representative democratic institutions (rural municipal councils, unions and federations of farmers' organizations). It involves striving to improve the sometimes tenuous linkages and skewed and biased relations among different levels of decision-making, for example, by providing on-the-job training of (politically elected) municipal counsellors in the context of the participatory planning and implementation mechanisms of IFAD-funded interventions, while involving local civil-society groups (such as women's groups, common economic interest groups) in M&E systems to provide checks and balances and citizen control over public expenditures. IFAD has well-recognized experience in the country in land improvement and reclamation, soil erosion control and water management. This experience encompasses both traditional improved and modern practices, and has involved linking participatory research to farmers and their organizations, connecting rural microenterprises with rural-to-urban markets, and transforming traditional and subsistence crops into locally important cash crops.

<sup>10</sup> Lessons learned come from: (i) the Independent External Evaluation of IFAD, which, to some extent, looked at all ongoing projects, and assessed PAMER and the South West Rural Development Project in greater detail; (ii) the Office of Evaluation (OE) interim evaluation of the Special Programme for Soil and Water Conservation and Agroforestry in the Central Plateau; (iii) the mid-term review of PAMER; (iv) the IFAD recognizance mission and OE interim evaluation of PNGT II (aide-memoire presented on 3 July 2007); (v) the PDRSO stocktaking mission; (vi) the OE country-level evaluation of the IFAD's Rural Finance Policy; (vii) FIDAFrique-led knowledge management efforts; (viii) the Office of the Controller country review report on the financial management of IFAD projects; and (ix) several strategy development missions.

## B. Strategic objectives

### **Strategic objective 1: Enhancing and diversifying sustainable livelihoods of rural poor and marginalized groups, especially women, through inclusive local private-sector development**

23. The aim of this strategic objective is to help build a holistic and autonomous private sector through rural microenterprise and community-centred development. It will contribute to PRSP pillars (i) accelerate equity-based growth, (ii) expand poor people's opportunities for employment and income-generating activities, and (iii) promote good governance.
24. **(a) Developing rural microenterprises – especially for the landless and land-insecure – and building commodity chain institutions, including farmers' and processors' groups.** The aim is to build a broad-based, inclusive private sector, achieving a more explicit recognition of the role of village-level initiatives, civil society organizations (including those of women and young entrepreneurs) and apex bodies in providing services, creating wealth and tapping the corporate sector to foster equitable growth and job creation. This will involve working with rural producers to establish links with new and growing urban markets. Building commodity chain institutions requires, among others, new contractual arrangements to link the rural poor with other actors in the commodity chain concerned and with new patterns of production. Rural poor people who are producers, traders or microentrepreneurs are also rational private-sector agents, and it is worth building on their capabilities, knowledge and initiatives rather than on their constraints. This thrust will include non-public service providers located upstream and downstream from agricultural production. Among these are small-scale processors and marketers, and other private actors who play a crucial role in microenterprise development and pro-poor commodity chains. The development of commodity chains with a microenterprise focus will be the single most important thrust of activities, with PAMER and PROFIL constituting building blocks of a national, government-led strategy, also including other projects. Within commodity chains, IFAD will seek to "shift" value added upstream, working with poor smallholders to increase their bargaining positions and revenues, and the stability derived from these. Upstream from production, support to seed production will emphasize setting up viable private and public microenterprises dedicated to this activity. Small-scale ("micro") irrigation will focus on improving water management and introducing new modular technologies of proven interest to more risk-averse farmers.
25. IFAD will continue to focus on pro-poor and "micro" commodity chains, including neglected and underused species, and on agricultural research on "orphan crops" of strategic importance to food security and nutrition. Specifically, the Fund will help improve the efficiency of rainfed farming systems in marginal areas by promoting holistic, livelihoods-based approaches to rural poverty reduction. This will include promoting vegetable gardening and simple storage facilities not only for marketing but also for household food security. Connecting internal urban and rural markets, and transforming traditional and subsistence crops into cash crops will be main strategic focuses. Priority areas for action will be: (i) fostering policy dialogue on rural microenterprises and commodity chain development, through the CCPDR; (ii) strengthening the focus on food commodity chains; (iii) promoting good practices and knowledge exchange in rural microenterprise and commodity chain issues, through action-research and networking; (iv) supporting better natural resource management and small-scale irrigation development by promoting market-driven commodity and value chains; (v) developing and scaling up innovative approaches in rural enterprise and commodity and value chains issues, through, among others, contractual farming and microleasing; (vi) developing an information and communication strategy on microenterprise and commodity chain issues; and (vii) forming structured partnerships to harmonize approaches and establish complementarities.

26. **(b) Improving governance capacity and transparency, including of commodity chain transactions, and enhancing access to information on markets and technologies.** Improving commodity chain governance will imply improving access to information (prices, market and financing opportunities, quality standards and norms, technologies, best and innovative practices, knowledge management, etc.), applying quality standards and norms, supporting the negotiation and equitable enforcement of contractual relationships, and improving the efficiency of transactions of marginally profitable commodities such as food crops. It will also imply working with research centres and chambers of agriculture to improve technologies and build the capacity of farmers' organizations, processors, marketers and microentrepreneurs to negotiate in complex and asymmetric, multi-stakeholder settings, and to improve commodity chain governance. And it will imply an effective communication plan and the capacity-building of apex, member-driven organizations (particularly interprofessional, professional, trade unions and federations), regional chambers of agriculture and the private sector in order to establish an effective two-way flow of information. Priority areas for action will include: (i) fostering policy dialogue on governance issues related to commodity chains through the CCPDR; (ii) establishing structured partnerships with the World Bank's Agricultural Diversification and Market Development Project and with the second phase of the Agriculture Development Support Programme in Burkina Faso funded by the Danish International Development Agency; (iii) promoting good practices and knowledge exchange in commodity chain governance issues, through action-research and networking; and (iv) developing and scaling up innovative approaches in commodity chain governance.

**Strategic objective 2: Enhancing decentralized governance of, and equitable access to, public goods, services and natural resources**

27. The aim of this objective is to emphasize institutional development and local partnership-building with rural communities as actors in their own right while strengthening village-level planning and management capacity and ensuring that operational and inclusive links between the village development committees and the communes are put in place. This strategic objective will contribute to PRSP pillars (i) accelerate equity-based growth, (ii) guarantee access by the poor to basic social services, and (iii) promote good governance.
28. **(a) Increasing local access to and revenues from better-managed natural resources (including land and water), greater tenure security, and conflict prevention and resolution.** Building on knowledge acquired through PNGT II, PDRD and PICOFA, IFAD will continue to support local-level natural resource management with respect to land, pastures and water resources. It will seek to consolidate its decades-long experience with land improvement investments, and contribute to improving farming and processing practices by introducing or upgrading environmentally friendly techniques and intermediate technology equipment through participatory action research. Using land improvement investments as an entry point, IFAD will scale up innovative practices to assist in negotiating more secure access to land, pasture and water for marginalized groups (young people, pastoralists) and women in general. It will continue facilitating the participation of women's, farmers' and pastoralist organizations in the consultative process leading to legal changes in tenure regimes. Priority areas for action will include: (i) continuing support to the participative consultation process that will lead to the adoption of a law on tenure security; (ii) scaling up innovative activities on tenure security in ongoing (PDRD) and future projects; (iii) developing and scaling up conservation agriculture, including soil fertility and integrated pest management in ongoing (PDRD, PICOFA) and future projects; (iv) assisting in demarcating boundaries in cases of intermunicipal natural resources, and in putting in place mechanisms for co-managing natural resources (including those for transhumant pastoralists) and for conflict management and mitigation; and (v) developing and



scaling up innovative natural resource management approaches, including the management of surface water.

29. **(b) Strengthening inclusive bottom-up planning, monitoring and accountability processes at the interface between villages and local governments.** The newly (2006) emerging rural municipalities have given new impetus to the decentralization process. Consequently, IFAD will, in accordance with its comparative advantage, focus on strengthening the bottom-up linkages between the village level and the municipal level. It will contribute to the transition from village-based natural resource management commissions to village development committees. Improving access to public goods and services will also include the participatory planning and implementation of small rural infrastructure such as village access roads, farm tracks and trails and rural markets. Given that capacity-building is necessary but insufficient in itself, a flexible participatory approach will be applied that goes beyond needs assessment, promoting changes in the rules of the game, i.e. in the relations between people and institutions. Preference will be given to anchoring community-driven development approaches at the village level, with village development committees enabled to bargain for funds for local development from any possible source, even outside the country. The decentralization process will be supported by increasing downward responsiveness and accountability to citizens (including citizens' control of budgeting and expenditures) and villages while enhancing efficiency through village and municipality composite planning and budgeting. "Positive discrimination" in favour of marginalized groups, including women, will be encouraged and their social inclusion tracked through M&E mechanisms. IFAD will also assist in scaling up best practices for intermunicipal activities. Priority areas for action will include: (i) developing a communication strategy on the decentralization process and informing/training IFAD target groups; and (ii) fostering knowledge exchanges on community-driven development issues through various channels, extending and scaling up operations or developing innovative approaches in IFAD focus areas and beyond, and encouraging composite planning and budgeting techniques.
30. **(c) Enhancing livelihood resilience, including the diversity of food production systems, through co-managed, innovative agricultural action research and technology development.** A key focus will be to improve the capacities of research institutions and the private sector to collaborate with community-based organizations and their unions in developing and managing innovations of use to the livelihood and food systems of the rural poor. Special emphasis will be placed on traditional food crops, including neglected and underused species, and on agricultural research on "orphan crops" of strategic importance to food security and nutrition of the poor and marginalized. Other cross-cutting issues crucial to the poor and marginalized, such as the sustainable management of soils, pastures and water, will also be essential. In addition, IFAD will take into account (and spread) lessons and best practices from regional technical assistance grants related to millet and sorghum (contract farming, processing and marketing), the Africa Cowpea Project, and capacity-building for the co-management of rural innovations. Priority areas for action will include: (i) undertaking knowledge management activities and sharing information on best practices in innovation and action research, both within IFAD and elsewhere, and identifying gaps; (ii) developing a communication strategy for disseminating technological innovations; (iii) forming partnerships with the Network of Farmers' Organizations and Agricultural Producers in West Africa and others for establishing decentralized centres of information and documentation on best practices; and (iv) developing and scaling up other best practices on issues identified as gaps.

### **C. Opportunities for innovation**

31. IFAD has been supporting a number of projects (indicated in brackets) that lend themselves to the scaling up of existing innovations and to the introduction and

testing of new innovations benefiting the poor. In rural microenterprise and commodity chain development, there are numerous innovations that work for poor farmers, processors and entrepreneurs. These include microleasing, inventory credit, all-in contracts, contract farming, technical assistance costs built into microloans, a focus on transaction governance (capacity), market information systems and information technology, and reciprocity mechanisms of customary livestock husbandry systems (chicken banks). New public-private partnerships can provide incentives for the private sector to venture into relatively riskier areas and stimulate research on low-cost technology (PAMER, PROFIL). Making full use of empowering mechanisms such as community-based procurement, other opportunities include making the rules of the game more pro-poor and reflecting the principles of good governance in project design. Separating the planning, commissioning, producing, delivering and financing of goods and services, while increasing downward accountability through binding feedback mechanisms, will also be pursued. Broadly speaking, this will mean: (i) influencing the relations of citizens, users or clients with delivery agencies through the introduction of the intermediary concept of enabling agencies (PNGT II, PROFIL); (ii) addressing soil erosion control activities as a private good (PDRD); and (iii) supporting farmers' organizations in the provision of, or their access to, extension services (PIGEPE) and in their contribution to action research (PICOFA).

#### **D. Targeting strategy**

32. IFAD is proactive in its efforts to reach rural people who live in poverty and food insecurity but have the potential to take advantage of opportunities for agricultural production and rural income-generating activities and improved access to assets. It will (i) expand outreach to those who have fewer assets and opportunities, with a special focus on women within all identified target groups, for reasons of equity, effectiveness and impact; (ii) recognize that relative wealth or poverty can change rapidly; (iii) identify and work with like-minded partners at all levels; (iv) pilot and share learning on effective approaches to targeting hard-to-reach groups; and (v) build innovative and complementary partnerships to reach target groups that it cannot reach with the instruments at its disposal. It will continue to design, develop – in consultation with partners – and implement targeting strategies that are realistic, monitorable, context-specific and flexible. This may include geographic targeting, enabling, empowering, capacity-building, self-targeting measures and direct targeting. Main target groups are poor food crop farmers or agropastoralists involved in small-scale transhumance, and transhumant pastoralists owning few animals and taking care of other peoples' animals, and small-scale entrepreneurs and processors. Among these groups, poor (or vulnerable) women, young people and woman-headed households will receive special attention. Geographical targeting will concentrate interventions mostly in the poor northern regions and the south-west.

#### **E. Policy linkages**

33. The above thrusts are in line with IFAD's thematic and operational strategies and policies<sup>11</sup> and are based on best practices (including with respect to gender and community-driven development concerns). They are also linked to knowledge systems (working groups and communities of practice, FIDAfrique,<sup>12</sup> the Rural Poverty Portal, etc.) and to country policy processes for fostering harmonization through the CCPDR. They will pave the way for a country programme of differentiated investment, policy and knowledge products, and participatory action research and innovations, financed through a mix of loans and grants. This will go hand in hand with: (i) information, awareness-raising and communication strategies

<sup>11</sup> Including the IFAD Policy on Targeting, the IFAD Rural Finance Policy, the IFAD Rural Enterprise Policy, and IFAD's Private-Sector Development and Partnership Strategy.

<sup>12</sup> The Internet-based network of organizations and projects fighting rural poverty in West and Central Africa.

at all levels; (ii) capacity-building of community-based organizations and other local institutions, and pro-poor advocacy; and (iii) co-management of knowledge, innovation and best practices. The sustainability of these thrusts will depend on various exogenous and endogenous factors, including environmental impacts, which, by definition, are cross-cutting issues. Over and above required ex-ante environmental assessments, future operations will be embedded in a local sustainability context ensuring a balance between economic and environmental concerns. In terms of cross-border and regional policy, the country programme will seek to exploit opportunities offered by regional integration and sector and sub-sector policies promoted by WAEMU and other regional bodies.

## V. Programme management

### A. COSOP management

34. **COSOP review.** Yearly COSOP reviews will be organized by the Réseau d'Accompagnement et de Réflexion (RAR), a largely informal and fluid stakeholder network.<sup>13</sup> They will make recommendations as appropriate, including on new opportunities and projects. A COSOP mid-term review by IFAD will take place in 2009-2010. This review will bring together cofinanciers and other IFAD partners and stakeholders at the national, regional and local levels, and will put poor and vulnerable groups at the centre of the process. A final evaluation of COSOP implementation will take place in 2012.
35. **Monitoring and evaluation.** IFAD will develop a system to monitor and evaluate performance and impact to ensure more coherence and more effective implementation of the country programme. It will be a basis for exchanging information with rural development stakeholders, and will allow for better coordination of interventions and communication.

### B. Country programme management

36. **Field presence.** The RAR network has supported the preparation of the present COSOP since 2006 and will increasingly help backstop the implementation of IFAD-supported operations. The recruitment of a field presence officer to lead all backstopping activities is also envisaged.
37. PROFIL and PIGEPE (under design) will contribute to making the country programme more unified, and will be supported by a number of national-level initiatives that will federate the project-based operations.<sup>14</sup>
38. **Supervision.** Neither the main cooperating institution (the West African Development Bank) nor the World Bank has been performing as expected, especially in terms of their technical monitoring of implementation and impact issues from IFAD's pro-poor perspective. Besides direct supervision, other options will be sought out and tested for new projects.

### C. Partnerships

39. IFAD has engaged with farmers' organizations in a more structured way since January 2006 and will continue to support them in policy analysis and during their participation at consultations on the new draft land law. It will also pursue partnerships with the National Farmers' Confederation and the Network of Farmers' Organizations and Agricultural Producers in West Africa, and with other farmers' organizations for establishing decentralized centres of information and

<sup>13</sup> The RAR network involves resource persons from government, civil society, farmers' organizations, academia and projects. It has already met several times and participated in some key events (start-up workshops, debriefings, wrap-up sessions, etc.).

<sup>14</sup> These include the PDRD-based natural resource management M&E system and PIGEPE-based action research component, both of which will cover all ongoing IFAD projects and contribute to harmonization and alignment, including at the national level.

documentation on best farming practices and technologies. The national agricultural research centre, the Institut de l'environnement et de recherches agricoles (INERA), will be a key partner in farmer co-managed innovation. Partnership with the World Bank will continue through collaboration in the context of the parallel-funded Agricultural Diversification and Market Development Project. Like IFAD, the German Agency for Technical Cooperation (GTZ) attaches considerable importance to medium-sized, meso-level interventions, large enough for economies of scale and impact to be achieved, yet a manageable size for testing approaches and fostering synergies. Partnerships with NGOs and microfinance institutions will be developed to promote new pro-poor financial products and services, and greater access to existing ones. Through these partnerships, IFAD will seek "win-win" scenarios in terms of performance-based contracts, to be entered into by IFAD-funded interventions and individual partners, focusing on business development services such as linkage banking. IFAD will assist and train private operators and NGOs working as intermediaries between microfinance institutions and beneficiaries, and foster innovative action research on new products and services, publicizing results widely. It will provide technical assistance and capacity-building to increase IFAD target groups' knowledge and efficient use of these products and services.

40. Priority areas for action are (i) support to the national microfinance strategy action plan; (ii) strengthening of linkages with a variety of rural financial institutions in order to improve smallholder farmers' and microentrepreneurs' access to financial services; (iii) piloting of innovative activities contained in the action plan and provide a joint basis for establishing good practices and sharing lessons; (iv) development of a rural communication strategy on the different products and services offered by microfinance institutions; and (v) scale up of good practices on microfinance issues through action research and networking, including operational linkages to new regional initiatives.

#### **D. Knowledge management and communication**

41. To enhance effectiveness through improved learning from projects and programmes, this COSOP will be supported by a proactive innovation, communication and knowledge management strategy. Knowledge management processes and communication activities will be developed throughout implementation. A number of knowledge management networks are active in Burkina Faso with which linkages and regular exchanges will be sought. FIDAfrique will continue to facilitate knowledge management, also helping projects to start or improve their Internet sites. Communication activities will aim to inform policy dialogue activities and regularly disseminate lessons learned at country, regional and international levels. The field presence officer and the RAR network will ensure that projects are linked to existing and emerging knowledge management and communication networks (e.g. on participatory methodologies, action research, microfinance, rural microenterprises). Projects, programmes and technical assistance grants in Burkina Faso have produced promising results and lessons – among others, in the field of rural microenterprise development and irrigation (Strategic objective 1) and natural resource management and community-driven development (Strategic objective 2). These results and lessons need to be documented, shared and disseminated through appropriate channels. IFAD is part of a circuit of donors within which agencies take turns in coordinating work on agreed thematic areas, with each area being coordinated, for two to three years, by a lead agency/project.<sup>15</sup> The lead agency also works on harmonizing views and on presenting one donor viewpoint to government by acting as a single interlocutor. Within these thematic areas, there are IFAD innovations of potential interest to other agencies in Burkina Faso and elsewhere.

<sup>15</sup> PAMER is considered the lead project on rural microenterprise policy; PICOFA on farmer co-managed innovation and soil fertility issues; PDRD on rural land tenure security and related policy issues; and PROFIL on cowpea and sesame commodity chain development and related policy issues. PIGEPE will be the lead project on micro-irrigation technologies and pro-poor water management.

## E. Performance-based allocation system (PBAS) financing framework

42. The PBAS defines an allocation for Burkina Faso of about US\$22 million for the period 2007-2009. Given a country score of 6.52, an allotment of US\$6.7 million is available for the first year of COSOP implementation.

Table 1  
Relationship between performance indicators and country score

<i>Financing scenario</i>	<i>Project-at-risk rating (+/- 1)</i>	<i>Rural sector performance score (+/- 0.3)</i>	<i>Percentage change in PBAS country score from base scenario</i>
Hypothetical low case	4	3.53	-22%
Base case	<b>5</b>	<b>3.83</b>	<b>0%</b>
Hypothetical high case	6	4.13	+24%

## F. Risks and risk management

43. The risks inherent in implementing the present COSOP are limited and well within reasonable and manageable limits. Regarding Strategic objective 1, the main risk relates to the profitability and sustainability of rural microenterprises run by the poor. This risk will be mitigated by a strategy that balances economic profitability – illustrated by viable business plans – with targeting of the poorest individuals who may be enabled by a project to run a microenterprise on their own. Another risk is conflict among commodity chain actors, and elite capture of value chains and microfinance products and services. The former will be addressed through various conflict resolution mechanisms preceded by stakeholder analyses focused on actors' interests and power asymmetries; the latter will be addressed through a careful selection of activities, direct IFAD supervision, and pluralistic and heterogeneous operational arrangements with microfinance institutions, governed by performance-based contracts. Furthermore, both will be addressed through a special emphasis on pro-poor marketing information systems.
44. Regarding strategic objective 2, the main risk relates to local natural resource management governance issues that are, to some extent, beyond government and donor control (e.g. customary land tenure regimes preventing migrant households from attaining secure land rights). A further risk relates to inadequate articulation of top-down processes of decentralization with bottom-up participatory planning processes. A final risk pertains to medium- to large-scale agribusiness becoming the predominant concern among policymakers. To mitigate these risks, the country programme will be tied to regular policy dialogue activities with grass-roots producer organizations and a broad spectrum of civil-society representatives, anchored in the main national processes (e.g. through the National Committee for Rural Land Tenure Security, an IFAD grant recipient, and through INERA, which is being supported by a number of grants to protect farming system biodiversity and foster neglected and underused crops).



## COSOP consultation process

The consultations below (Points F to L) have involved a total of about 300 participants in locations throughout the country. For cost effectiveness, several of these events were organized taking advantage of already scheduled meetings.

- A. First country strategy (COSOP) development mission, January 2005
- B. Rural sector review (PBAS), July 2005, ratings and score confirmed in 2006
- C. Second country strategy (COSOP) development mission, August 2005
- D. Third country strategy (COSOP) development mission: stocktaking exercise on best practices in small-scale irrigation, October 2005
- E. First national workshop meeting between IFAD and Farmer Organisations in Burkina Faso, Ouagadougou, 12 and 13 January 2006
- F. Meeting between IFAD and Technical and Financial Partners to present the draft COSOP, Ouagadougou, 26 October 2006
- G. National Farmer Organisation COSOP review workshop, Ouagadougou 5 December 2006
- H. "Project Beneficiaries" COSOP review workshop, Tenkodogo, 7 December 2006
- I. COSOP review workshop with minority groups and pastoralists in the Sahel, Dori, 16 January 2007
- J. National NGO COSOP review workshop, Ouagadougou, 17 January 2007
- K. National COSOP design workshop, Ouagadougou, 22 January 2007
- L. COSOP design debriefing workshop, Min. of Finance, Ouagadougou, 13 February 2007
- M. Final COSOP validation workshop, Ouagadougou, 25 June 2007 (after PDMT clearance)
- N. National workshop on the Rural focus of PRSP, Ouagadougou (postponed from 30-31 July 2007, to be organized by IFAD/IFPRI/GTZ/FAO/GDPRD)

The COSOP framework and its thrusts have been developed in a participatory manner with all stakeholders through a series of consultations both in the capital and at field level. Consultative meetings have been held with representatives of Government, both at central and decentralized level, farmers and pastoralists' organizations, current beneficiaries of IFAD projects, NGOs, civil society organization and researchers as well as other donors. A final validation national consultation was also held. The consultative meetings with grassroots organisations and government officials used participatory methods for prioritising and ranking the proposed strategic objectives and their main thrusts. The consultative meetings with NGOs, civil society organization and researchers as well as the national validation workshop were instead used for brainstorming on best practices utilized by other partners on selected themes.<sup>1</sup> The purpose of the country programme is to build inclusive and sustainable institutional systems supported by pro-poor investments, policies and relevant innovation and learning engagements.

A participative survey of the perceptions of poverty was carried out during the consultative process with farmers and pastoralists undertaken for the preparation of this COSOP. Lack of assets - mainly insufficient and/or poor quality land, lack of equipment, lack of livestock - unavailability of labour, natural catastrophes, and lack of education were cited as key factors determining poverty. Additional factors, such as unavailability of good quality and improved varieties of seeds and of other inputs, tenure insecurity, unavailability of improved technologies, market information and credit (the latter two for micro entrepreneurs) were considered as key factors hindering poverty reduction.

<sup>1</sup> Themes selected were as follows: (i) Promotion of a new array of financial services and products and an improved access of existing financial services and products by IFAD target group; (ii) Decentralisation; (iii) Security of tenure of natural resources; (iv) Natural resource management; (v) Innovations and technologies; and (vi) Joint knowledge management.

**COMPTE RENDU ATELIER NATIONAL DE PREPARATION DU PROGRAMME D'OPTIONS STRATEGIQUES PAYS (COUNTRY STRATEGIC OPPORTUNITIES PROGRAMME/COSOP), Ouagadougou, 22 Janvier 2007**

L'atelier national de préparation du Programme d'options stratégiques pays (Country Strategic Opportunities Programme/COSOP) du Fonds International pour le Développement Agricole s'est tenu le 22 Janvier 2007 à l'Hôtel Silmandé. Placé sous le patronage du Conseiller technique du Ministère de l'Agriculture, de l'hydraulique et des Ressources Halieutiques, Mr Victor Bonou, la cérémonie d'ouverture a été ponctuée par trois allocutions. Elles ont toutes relevé l'importance de cette rencontre dans le cadre des projets et programmes FIDA au Burkina depuis le dernier COSOP qui date de 1998. L'intérêt du gouvernement pour les interventions FIDA a été réaffirmé par le Conseiller Technique du MAHRH. Le représentant du FIDA a rappelé que le cadre d'élaboration des programmes du FIDA a changé en raison de l'approche programme désormais en vigueur et du nombre important des partenaires qui nécessite un dialogue avec ces derniers. La stratégie pays est un cadre pour définir les projets opérationnels d'où l'importance des propositions attendues des participants.

**DEROULEMENT DE L'ATELIER**

L'objectif de l'atelier était :

**« D'identifier des axes stratégiques d'intervention du FIDA pour les prochaines cinq années ».**

L'atelier s'est déroulé en quatre étapes principales :

**Les communications introductives à l'atelier**

Six communications introductives ont été présentées en prélude aux travaux de l'atelier :

La 1<sup>ère</sup> communication a porté sur un bref historique du FIDA au Burkina à travers les projets et programmes en cours. Cette communication a été présentée par Norman Messer, chargé de portefeuille. Elle a porté principalement sur les éléments ci-après :

- Rappel des objectifs du FIDA ;
- Rappel des groupes cibles ;
- Axes principaux d'intervention ;
- Rappel des axes du COSOP 98 ;
- Rappel des projets et programmes en cours.

La 2<sup>ième</sup> communication a porté sur la dimension rurale du Cadre Stratégique Lutte contre la Pauvreté (CSLP). Elle a été présentée par Mme Eugénie Malgoubri. Sa présentation a porté sur la pauvreté en milieu rural à travers des indicateurs attestant chiffres à l'appui que la pauvreté au Burkina est principalement rurale alors que par ailleurs que sa contribution à l'économie nationale est importante. C'est pour cette raison que le Cadre Stratégique de Lutte Contre la Pauvreté et la Stratégie du Développement Rural (SDR) mettent un accent particulier sur cette question.

La 3<sup>ième</sup> communication était intitulée Suivi et Evaluation de la Stratégie du Développement Rural. Présentée par Mr Bado Jean Babou, cette communication a porté sur le dispositif de suivi et évaluation de la SDR conduit par le SP/CPSA. Dans sa présentation, il a d'abord rappelé quelques éléments de stratégies édictées dans la SDR et approuvés par le gouvernement. Il a ensuite présenté le dispositif préconisé pour le suivi et évaluation, basé sur des structures pérennes et des indicateurs, au nombre de 153 et ramenés à 55. Le coût du dispositif est évalué à près de 320 Millions en 2003. Pour terminer, il a sollicité l'intervention du FIDA pour l'opérationnalisation d'un tel instrument.



La 4<sup>ème</sup> présentation a porté sur l'harmonisation et l'alignement au Burkina Faso. Elle a été faite par Moïse Traoré, SP/CPSA. Elle a porté essentiellement sur les cadres de concertation qui existent entre les acteurs qui interviennent en matière de développement du secteur agricole notamment le CC/PDR. Les principaux points développés sont les suivants :

- Les étapes de mise en place du Cadre de Concertation Politique du Développement Rural (CCPDR) ;
- La Composition du CCPDR ;
- Les leçons apprises au niveau du cadre de concertation ;
- Les activités réalisées par le CCPDR en 2006.

La 5<sup>ème</sup> communication porte sur les leçons apprises des expériences menées par le FIDA au Burkina Faso. Elle a été faite par Vanda Altarelli, consultante du FIDA. En voici quelques unes qui ont fait l'objet de sa présentation :

- le FIDA évolue vers des approches programmes intégrées, flexibles et axées sur des processus ;
- L'accent est mis sur la formation, capacitation, l'appui aux OPs ;
- La stratégie de ciblage doit être claire et transparente, mais aussi flexible et adaptable ;
- Un mélange d'auto-ciblage, ciblage proactif est souhaitable ;
- Etc.

La 6<sup>ème</sup> communication a concerné les axes possibles d'intervention du prochain COSOP au Burkina Faso et a été présentée par Mr Norman Messer, du FIDA. Il en ressort deux axes :

**AXE I.** Améliorer les moyens d'existence durables des couches pauvres et marginalisées à travers le soutien à un secteur privé inclusif et transparent

**A. Promouvoir des micros entreprises génératrices de revenus** (surtout pour ceux qui ont peu ou pas accès à la terre) et renforcer des institutions intervenant dans les filières, y compris les groupements de production et de transformation;

**B. Améliorer la gouvernance et la transparence**, y compris celles des transactions filières, et accroître l'accès aux informations sur les marchés et technologies;

**C. Promouvoir des nouvelles gammes de produits et services financiers et accès accru aux produits et services financiers existants**

**AXE II.** Renforcer la gouvernance décentralisée des (et rehausser l'accès équitable aux) biens publics, services et ressources naturelles :

**A. Accroître l'accès local et les revenus issus de la mise en valeur durable des ressources naturelles**, y compris la sécurisation foncière de celles-ci (surtout pour le plus vulnérables) et la gestion/prévention des conflits;

**B. Renforcer la planification à la base, le monitoring et les processus de responsabilisation conjointe;**

**C. Accroître la résilience et la diversité des systèmes de production** par une gestion partagée de la recherche -action novatrice et le développement de technologies adaptées

**Echanges/discussion relatives aux communications**

<b>Communication concernée</b>	<b>Questions</b>	<b>Réponses</b>
<b>Harmonisation et l'alignement au Burkina Faso</b>	Quelle est la place du MEDEV et des DRED au de la CCPDR	Il n' y avait que 3 ministères impliqués. Puis on a pensé qu'étant entendu que c'est le MEDEV qui le CSLP, il était indiqué qu'il participe à ce cadre de concertation
	N'y a-t-il pas doublon entre CCPDR et CNCPDR ?	La CCPDR s'occupe de la « ligne production c'est-à-dire l'aspect vertical tandis que la CNCPDR traite des questions « communautaires » avec tout le monde
	Quelles sont les difficultés rencontrées par le SP/CPSA concernant le CCPDR ?	
	Comment traduire dans les faits l'agenda sur l'harmonisation ?	La question de l'harmonisation est difficile parce que nous n'avons pas de bureau sur place ? Nous avons différents fonds qui demandent à être harmonisés. L'harmonisation doit se faire à travers des actes et nous demandons au gouvernement de nous aider. Nous avons déjà discuté avec la Coopération danoise pour l'harmonisation des fonds
	Quel mécanisme mettre en place pour prendre en compte les questions liées à l'harmonisation	
<b>Suivi et Evaluation de la Stratégie de Développement Rural (SDR)</b>	Il n'existe pas le maillon départemental dans le dispositif de Suivi et évaluation de la SDR pour la collecte des données. On pourrait s'inspirer Il a existé un dispositif de suivi et évaluation similaire mis en place par la FAO.	Il y a eu beaucoup de discussion à ce sujet mais c'est le niveau provincial qui a été retenu parce qu'en descendant jusqu'au niveau département, le dispositif coûtera encore plus cher
<b>Bref historique du FIDA au Burkina Faso et projets et programme en cours</b>	Qu'est ce qui justifie le choix des zones d'interventions retenues par le FIDA ?	C'est là où la pauvreté rurale sévit le plus et où le système de production est le vulnérable

	Les axes du COSOP cadre avec la stratégie nationale de micro finances Est-il possible d'élargir les interventions du FIDA aux services non financiers parce services financiers et non financiers vont de pair ?	Le projet PAMER prend déjà en compte les services non financiers mais le maillon faible c'est justement la micro finance
<b>Leçons apprises de l'expérience de mise en œuvre</b>	Quelles leçons d'appropriation par les bénéficiaires, le FIDA tire-t-il de la mise en œuvre des projets au Burkina?	us avons mis en place pour chaque programme une stratégie de sortie
	Quels sont les impacts des projets FIDA sur le terrain ?	Par exemple, en ce qui concerne le PDRSO, certaines méthodes de gestion de ....ont été dupliquées ailleurs
	Quelle est la valeur ajoutée des projets FIDA au Burkina ?	

### Résultats des travaux de groupe

Après les communications, les participants se sont répartis en 4 groupes portant les thèmes ci –après :

**Thème I** : Promouvoir des nouvelles gammes de produits et services financiers et un accès accru aux produits et services financiers existants ;

**Thème II** - Décentralisation ;

**Thème III** - Gestion des ressources naturelles ;

**Thème IV** – Capitalisation conjointe des expériences et des leçons.

Thème 1 : Promouvoir des nouvelles gammes de produits et services financiers et un accès accru aux produits et services financiers existants

Les résultats des travaux du groupe 1 peuvent être subdivisés en cinq parties :

- Les différents produits et services financiers (Crédit, épargne et Assurance)
- Les autres mécanismes de facilitation de l'accès au financement
- l'inventaire et analyse des produits financiers existants
- Le développement et la diversification des produits financiers et non financiers
- Le dialogue politique et les mesures d'accompagnement à la diversification et au développement des produits financiers

Questions	Réponses
Le cadastre rural peut-il au regard des expériences peu réussies faites dans d'autres pays faciliter l'accès aux crédits des groupes cibles du FIDA (groupe les plus pauvres)	L'exemple test fait par le Burkina autorise à penser que le cadastre rural pourrait constituer une piste intéressante à explorer.

## Thème II- Décentralisation

Le groupe avait pour mandat de faire des propositions en matière de gouvernance décentralisée des services en milieu rural. Au regard des questions posées à titre indicatif, le groupe a fait par thématique les recommandations suivantes :

### Thématique 1 : Comment assurer l'insertion des groupes marginalisés au niveau des CVD et des communes : *Recommandation*

- Responsabilité première de l'Etat d'accélérer la mise en place CVD
- Contribution des programmes et projets à la mise en place des CVD
- Renforcement des capacités des organes de gestion de la CVD et des organes de contrôle

### Thématique 2 : Planification et suivi participatifs : *Recommandation*

- Nécessité d'accompagner la mise en place des structures locales dans une dynamique d'apprentissage
- Communes doivent faciliter l'accès aux financements disponibles
- Les instances dirigeantes des CVD doivent respecter l'obligation de rendre compte à la base, conformément aux textes du CGCT
- Vulgarisation du CGCT en direction des membres des CVD, des structures locales des producteurs et de la population en général

### Thématique 3 : Quels mécanismes pour assurer un transfert direct des fonds aux CVD : *Recommandations*

- il faut que les institutions puissent donner des fonds directement aux villages, mais sous réserve de l'information préalable du Conseil municipal qui doit intégrer ces actions dans son bilan
- il faut vérifier l'adoption du manuel de procédures de gestion du fonds permanent d'appui au développement des collectivités territoriales

### Thématique 4 : Sécurisation foncière/ décentralisation : *Recommandations*

- Mettre en place une réglementation et un contrôle appropriés de la gestion foncière locale
- Promouvoir plutôt un rôle de conseiller des chefs coutumiers
- Associer les chambres régionales d'agriculture dans la gestion alternative des conflits locaux

### Thématique 5 : Intercommunalité : *Recommandation*

- Capitalisation des expériences de gestion concertée des ressources communes
  - Accompagner l'intercommunalité pour assurer la viabilité des communes rurales
- Questions et avis exprimés par rapport aux regroupés groupe 2 :

<b>Questions</b>
Comment s'assurer que les points de vue des groupes vulnérables sont pris en compte par CVD ?
L'intercommunalité ne se renforce véritablement que lorsque les communes ont des problèmes communs et mènent des projets ensemble. Le fait d'appartenir un espace géographique ne suffit pas.
Comment faire pour «dépolitiser » les CVD ?
Il ya des problèmes financiers pour le bon fonctionnement des CCTP

## THEME III- Gestion des ressources naturelles

Le groupe avait à répondre à des questions indicatives du genre :

- Y a-t-il des expériences d'approche au Burkina qui ont réussi à accroître la résilience et à améliorer les moyens d'existence durables des petits producteurs/trices, y compris ceux des couches les défavorisées ?
- Dans quelle mesure la participation réelle des groupes concernés à la planification, à la mise en œuvre, gestion et suivi des interventions a été un facteur déterminant de cette réussite ?
- Quels vont être les défis majeurs de l'inter communalisation de la gestion des ressources naturelles ?

Le groupe 3 a fait les propositions suivantes :

- Renforcer les capacités de gestion concertées des ressources intercommunales y compris les usagers externes (transhumants) en vue d'une meilleure gestion et de prévention des conflits :
  - Application effective des textes ;
  - Soutenir la répliquabilité à grande échelle dans d'autres régions des expériences de technologies éprouvées citées ci-dessus au niveau du Burkina et dans d'autres pays du Sahel ;
  - Inventaire des ressources naturelles ;
  - Information, formation et sensibilisation des partenaires locaux,
  - Assister à l'identification des ressources partagées et mécanisme de concertation de tous les acteurs en vue d'une planification de leur gestion ;
  - Assister dans la clarification des rôles et des responsabilités de chaque acteur ;
  - Assister dans la délimitation des terroirs et de leurs usagers et en prévention et gestion des conflits et des catastrophes naturelles ;
  - Appui à la mise en œuvre de la politique nationale de sécurisation foncière en milieu rural à travers des actions pilotes.

Questions et avis exprimés par rapport aux regroupés groupe 2 :

<b>Questions</b>
Les CCTP qui n'ont de projets ou programmes installés dans leur zone ne fonctionnent pas régulièrement
Le SP/CPSA a mis en place des cadres réguliers de coordination des politiques sectorielle agricoles. Il faut les appuyer pour qu'ils soient opérationnels

## THEME IV – Capitalisation conjointe des expériences et des leçons

Le groupe 4 avait à titre indicatif pour mandat :

- D'identifier des initiatives probantes dans lesquelles des partenaires au développement et les différents acteurs ont contribué d'une façon significative et durable à la mise en place de système de capitalisation conjoints des expériences et des leçons apprises ;
- D'identifier quelles conditions préalables ou mesures d'accompagnement essentielles sont à prévoir pour leur bonne marche ;

- D'identifier des systèmes de coordination et d'échanges à partir desquelles on pourrait bâtir des systèmes de capitalisation conjointe ;
- Etc.

Les résultats des travaux du groupe sont subdivisés en trois parties :

- 1°) Etat des lieux au niveau national
- 2°) Les propositions
- 3°) Mesures d'accompagnement

### **Clôture de l'atelier**

Tour à tour le Secrétaire Permanent de Coordination des Politiques Sectorielles Agricoles et le représentant du FIDA ont remercié les participants pour contribution à l'atteinte des objectifs de l'atelier. Mr Norman Messer dans son mot de remerciement a donné des indications sur les différentes étapes du COSOP jusqu'à son approbation finale qui est prévu pour Juillet 2007. Le conseiller technique du MAHRH a aussi remercié les participants pour leur assiduité. Il a souhaité que le COSOP qui sera mis en œuvre contribue à réduire de manière significative la pauvreté rurale. Il a pour terminer, souhaité à chacun un bon retour

## Country economic background

<b>Land area (km<sup>2</sup> thousand) 2004 1/</b>	274	<b>Land Use</b>	
<b>Total population (million) 2004 1/</b>	12.82	Arable land as % of land area 2004 1/	18 a/
<b>Population density (people per km<sup>2</sup>) 2004 1/</b>	47	Forest area as % of total land area 2004 1/	n/a
<b>Local currency</b>	CFA Franc BCEAO (XOF)	Irrigated land as % of cropland 2004 1/	1 a/
<b>Social Indicators</b>		<b>GNI per capita (US\$) 2004 1/</b>	350
Population (average annual population growth rate) 1998-2004 1/	3.1	<b>GDP per capita growth (annual %) 2004 1/</b>	1
Crude birth rate (per thousand people) 2004 1/	47	<b>Inflation, consumer prices (annual %) 2004 1/</b>	-0.4
Crude death rate (per thousand people) 2004 1/	17	<b>Exchange rate: US\$1 =</b>	XOF 489
Infant mortality rate (per thousand live births) 2004 1/	97	<b>Economic Indicators</b>	
Life expectancy at birth (years) 2004 1/	48	GDP (US\$ million) 2004 1/	4 824
Number of rural poor (million) (approximate) 1/	n/a	GDP growth (annual %) 1/	
Poor as % of total rural population 1/	n/a	2003	6.5
Total labour force (million) 2004 1/	5.64	2004	3.9
Female labour force as % of total 2004 1/	47	Sectoral distribution of GDP 2004 1/	
<b>Education</b>		% agriculture	31
School enrolment, primary (% gross) 2004 1/	53	% industry	20
Adult illiteracy rate (% age 15 and above) 2004 1/	78	% manufacturing	14
<b>Nutrition</b>		% services	49
Daily calorie supply per capita	n/a	Consumption 2004 1/	
Malnutrition prevalence, height for age (% of children under 5) 2004 2/	39	General government final consumption expenditure (as % of GDP)	13
Malnutrition prevalence, weight for age (% of children under 5) 2004 2/	38	Household final consumption expenditure, etc. (as % of GDP)	82
<b>Health</b>		Gross domestic savings (as % of GDP)	5
Health expenditure, total (as % of GDP) 2004 1/	6 a/	<b>Balance of Payments (US\$ million)</b>	
Physicians (per thousand people)	0	Merchandise exports 2004 1/	445
Population using improved water sources (%) 2002 2/	61	Merchandise imports 2004 1/	1 155
Population with access to essential drugs (%) 2/	n/a	Balance of merchandise trade	-710
Population using adequate sanitation facilities (%) 2002 2/	13	Current account balances (US\$ million)	
<b>Agriculture and Food</b>		before official transfers 2004 1/	-453 a/
Food imports (% of merchandise imports) 2004 1/	12	after official transfers 2004 1/	-291 a/
Fertilizer consumption (hundreds of grams per ha of arable land) 2004 1/	4 a/	Foreign direct investment, net 2004 1/	8.22 a/
Food production index (1999-01=100) 2004 1/	115	<b>Government Finance</b>	
Cereal yield (kg per ha) 2004 1/	941	Cash surplus/deficit (as % of GDP) 2004 1/	n/a
		Total expenditure (% of GDP) 2004 1/	n/a
		Total external debt (US\$ million) 2004 1/	1 967
		Present value of debt (as % of GNI) 2004 1/	23
		Total debt service (% of GNI) 2004 1/	1
		Lending interest rate (%) 2004 1/	n/a
		Deposit interest rate (%) 2004 1/	3.5

a/ Data are for years or periods other than those specified.

1/ World Bank, *World Development Indicators* database CD ROM 2006

2/ UNDP, *Human Development Report*, 2006

## COSOP results management framework

Column 1 - Country strategy alignment	Columns 2-4 – Key Results for COSOP			Column 5 – COSOP Institutional/ policy objectives
Strategic Framework for Poverty Reduction (CSLP) Target:	COSOP strategic objectives	COSOP outcome indicators related to the strategic objectives	COSOP milestone indicators showing progress towards SO	Specific policy/institutional ambitions related to the SO
<p>Between 2007 and 2009 rural poverty is decreased from 46.9% (2006) to 41.1% (2009) - to be achieved, inter alia, through:</p> <p>1. The promotion of employment and of youth</p> <p>2. Sustainable natural resource management</p> <p>3. Good governance/Human capital development</p>	Contributing to sustainable livelihoods and empowerment of the rural poor through the following strategic objectives:			Preparation of a rural micro-enterprise development policy (coord. w/ ILO and USAID)
	1. Increasing incomes of the rural poor including women and youths through rural micro enterprises and commodity chain development	15% average per capita income increase - from agricultural commodity chains and RMEs- in project areas of which 30% increase in women's income	2568 RMEs/1000 commodity chain groups/FOs created/strengthened	Improving/drafting of action plans for cowpea/sesame CCs  Contributing to pilot testing new ways of providing more secure access to NR particularly land for the poorest rural groups, to be reflected in updated versions of land policy and legal documents (coord. w/ DGFROP, collab. w/ GRET)
	2. Increasing access to/ revenues from sustainable agriculture and natural resource management	15% increase in access to NR for IFAD target groups in project areas  15% of small farms apply improved techniques in project areas	10 % RME/commodity chain groups/FOs take up innovations  750 ha equipped for small-scale irrigation + 750 ha for vegetable gardening  42000 small farms apply improved techniques	
	3. Giving a stronger voice to the rural poor in the implementation of sectoral and cross-sectoral (decentralisation) policies	30% increase in villages successfully identifying, planning & co-funding, implementing their own micro-projects	3397 of 8435 villages assisted in identifying/ planning/ co-funding/ implementing micro-projects	Strengthening grassroots and decentralized line agency technical capacity in the small-scale irrigation subsector
	7.5% increase in demand-driven research carried out by nat. students	Students & researchers exposed to demand-driven field experience	Updating CDD policy in the new decentralisation framework (coordination with World Bank, collaboration with AfDB)	



## Key file 1: Problèmes relatifs à la pauvreté rurale et au secteur agricole/rural

Domaines prioritaires	Principaux problèmes	Actions Requises
Accès des petits producteurs aux marchés et aux finances rurales	<ul style="list-style-type: none"> <li>• Existence, au sein des filières, d'«asymétries» d'informations sur les, les prix, les marchés, technologies</li> <li>• Faibles prix aux producteurs à cause des coûts de transaction élevés ainsi que à cause du manque d'infrastructure de conservation</li> <li>• Faible pouvoir de négociation des petits producteurs tant individuellement que collectivement</li> <li>• La plupart des rares sources de financement des producteurs ruraux font peu pour favoriser l'accès au crédit des couches les plus vulnérables et ne sont pas synchronisés avec le calendrier agricole</li> <li>• Le taux de couverture du crédit formel reste très bas et les conditions d'octroi en dehors des possibilités de la plupart des petits producteurs</li> </ul>	<ul style="list-style-type: none"> <li>• Renforcer les systèmes d'information sur les marchés par radio rurale, internet, téléphone mobile, etc., sur les technologies, les prix, ainsi que les informations et des conseils sur les marchés domestiques et à l'exportation (région et international)</li> <li>• Fournir aux petits producteurs réunis en groupement les formations et l'assistance technique nécessaires pour renforcer leur pouvoir de négociation</li> <li>• Encourager les petits producteurs à se réunir pour grouper leurs productions et répondre aux exigences des acheteurs dans le but de réduire les coûts de transaction. Faciliter l'émergence de la contractualisation. Renforcer la capacité des organisations d'assurer la bonne gouvernance au sein des filières ainsi que le respect des contrats</li> <li>• Utiliser un fonds à coûts partagés pour capitaliser les plus pauvres</li> <li>• Briser les liens d'endettement en favorisant l'accès des petits producteurs à des sources de crédit innovantes</li> </ul>
Accès des petits producteurs au capital physique, aux infrastructures et aux technologies de commercialisation	<ul style="list-style-type: none"> <li>• Une productivité faible de la main-d'oeuvre</li> <li>• Manque de petits aménagements de gestion d'eau</li> <li>• Routes, pistes, infrastructures de marché en mauvais état et coûts de transport élevé</li> <li>• Déficit aigu d'infrastructures de conservation/transformation /commercialisation</li> <li>• Manque d'informations sur les normes, standards, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Diffuser des solutions technologiques adéquates</li> <li>• Utiliser un fonds à coûts partagés pour cofinancer les infrastructures publiques de commercialisation et de transformation</li> <li>• Avant la construction des nouvelles infrastructures, donner priorité aux réhabilitations ainsi qu'aux techniques, systèmes et procédures à mettre en place pour leur entretien ultérieur</li> <li>• Préparer et diffuser des informations et organiser des formations, surtout au niveau local (pour favoriser la participation des femmes) sur les technologies validées, par exemple en matière de production, de conservation/transformation des produits, ...</li> </ul>

Domaines prioritaires	Principaux problèmes	Actions Requises
		<ul style="list-style-type: none"> <li>• Lobbying pour le désenclavement ciblé à travers des routes, pistes, etc.</li> </ul>
Accès durable des petits producteurs au capital naturel	<ul style="list-style-type: none"> <li>• Accès insuffisant à des terres de bonne qualité</li> <li>• Accès insuffisant à la ressource en eau</li> <li>• Pression démographique</li> <li>• Conflits agriculteurs/pasteurs, autochtones/allogènes, et inter-générationnelles (mise en question des system coutumier de gouvernance et de gestion des ressources naturelles)</li> <li>• Dégradation des ressources</li> </ul>	<ul style="list-style-type: none"> <li>• Utiliser des approches participatives basées sur la négociation entre intérêts divergents</li> <li>• Promouvoir la sécurisation foncière des couches plus marginalisés y inclus les femmes, les jeunes femmes, et les jeunes hommes</li> <li>• Développer les ressources en eau souterraine (grâce à des puits et mise à disposition de l'équipement d'exhaure)</li> <li>• Exploiter au maximum les retenues d'eau avec des méthodes d'irrigation économe efficaces</li> <li>• Promouvoir la conservation des eaux et de sols pour une restauration de la fertilité des sols</li> </ul>
Accès des petits producteurs au capital humain et social	<ul style="list-style-type: none"> <li>• Manque de connaissances/ maîtrise des rôles et responsabilités des différents niveaux de la décentralisation administrative</li> <li>• Faible organisation des petits producteurs; manque de représentativité et de dynamisme des organisations paysannes existantes ; faiblesses des organisations interprofessionnels</li> <li>• Faible taux d'alphabétisation</li> </ul>	<ul style="list-style-type: none"> <li>• Introduire des technologies de production plus performantes</li> <li>• Renforcer les organisations paysannes existantes en particulier leur capacité à répondre aux réels besoins des couches les plus vulnérables des producteurs ruraux</li> <li>• Utiliser des approches qui améliorent les réseaux de commercialisation et les transactions socio-économiques existants sans trop les perturber</li> <li>• Utiliser des « pilotes » afin d'adapter les approches et les technologies aux milieux socioculturels</li> </ul>
Accès des petits commerçants aux marchés	<ul style="list-style-type: none"> <li>• Faible organisation, manque de structuration et de crédibilité</li> <li>• Manque d'information dans le domaine du marketing et du lobbying</li> <li>• Vétusté des moyens de transport et mauvais état des routes</li> <li>• Pratique du transport mixte à l'intérieur du pays (animaux, passagers, matériel)</li> </ul>	<ul style="list-style-type: none"> <li>• Ouverture et maîtrise de marchés sous régionaux</li> <li>• Faire le point sur la connaissance de ce groupe d'acteurs et mener des études complémentaires si besoin</li> <li>• Former et informer les commerçants dans les domaines du marketing et lobbying</li> <li>• Appuyer les petits commerçants à adopter des stratégies de partenariat a plus long terme en vue d'arriver à des situations « gagnant-gagnant »</li> </ul>
Equité hommes-femmes	<ul style="list-style-type: none"> <li>• La proportion des femmes parmi les bénéficiaires directs des projets de développement agricole est souvent bien</li> </ul>	<ul style="list-style-type: none"> <li>• Promouvoir des approches souples pour accroître la participation des femmes de façon progressive, avec le consensus des hommes</li> </ul>

Domaines prioritaires	Principaux problèmes	Actions Requises
	<p>inférieure à celle des hommes</p> <ul style="list-style-type: none"> <li>• Lourdeurs socioculturelles</li> <li>• Les projets qui requièrent une contribution lourde en main d'œuvre peuvent finir par exclure les femmes</li> </ul>	<ul style="list-style-type: none"> <li>• Modalités pratiques pour cibler les femmes</li> <li>• Suivre de façon rapprochée l'impact des projets auprès des femmes et prendre toutes mesures éventuellement nécessaires pour qu'elles représentent au moins la moitié des bénéficiaires directes des projets</li> <li>• Utiliser des approches flexibles qui ciblent les femmes de manière explicite et dans plusieurs façons (ciblage par type d'activité, par groupement des femmes, etc.)</li> </ul>
Ciblage des plus pauvres	<ul style="list-style-type: none"> <li>• Les couches les plus vulnérables ne pourront se libérer de la pauvreté sans de fortes subventions sous forme de dons. Or, l'accès aux dons peut être facilement usurpé par des personnes moins pauvres</li> <li>• Mobilisation de la contribution de ces bénéficiaires en main d'œuvre/nature</li> </ul>	<ul style="list-style-type: none"> <li>• Mécanismes spécial de ciblage des plus pauvres</li> <li>• Promouvoir des systèmes de suivi à la base</li> <li>• Favoriser la maîtrise d'ouvrage locale</li> </ul>

## Key file 2: Analyse des organisations partenaires clés

Institutions	Forces	Faiblesses	Opportunités	Menaces
<b>Ministère de l'Agriculture de l'Hydraulique et des Ressources Halieutiques (MAHRH)</b>	<ul style="list-style-type: none"> <li>• Réseau et Présence sur le terrain: du niveau régional au niveau du Département</li> <li>• Ressources humaines expérimentées</li> <li>• Connaissance du terrain</li> <li>• Expériences de contractualisation de certains services avec les projets FIDA</li> </ul>	<ul style="list-style-type: none"> <li>• Dispositif de terrain handicapé par la culture administrative et le vieillissement des cadres</li> <li>• Peu de moyens financiers provenant du budget national : le financement des activités de terrain dépend de l'aide extérieure</li> <li>• Faible capacité d'absorption de certaines structures due entre autres au manque de moyens logistiques</li> </ul>	<ul style="list-style-type: none"> <li>• Politique officielle de décentralisation</li> </ul>	<ul style="list-style-type: none"> <li>• Résistance des responsables sur le terrain à l'émergence d'autres acteurs de la société civile</li> </ul>
<b>Ministère des Ressources Animales (MRA)</b>	<ul style="list-style-type: none"> <li>• Réseau et Présence sur le terrain: du niveau régional au niveau du Département</li> <li>• Ressources humaines expérimentées</li> <li>• Connaissance du terrain</li> </ul>	<ul style="list-style-type: none"> <li>• Dispositif de terrain handicapé par la culture administrative et le vieillissement des cadres</li> <li>• Moyens financiers encore plus réduits (moins de 1% du budget national) que dans le cas de l'agriculture au sein du MAHRH ( 5 % ? )</li> </ul>	<ul style="list-style-type: none"> <li>• Possibilité de sélectionner des cadres compétents pour appuyer le programme</li> <li>• Expériences de contractualisation (ex : services vétérinaires)</li> </ul>	<ul style="list-style-type: none"> <li>• Résistance à l'émergence d'autres acteurs de la société civile</li> <li>• Centré sur l'émergence des fermes commerciales</li> </ul>

<b>Ministère de l'environnement et du cadre de vie</b>	<ul style="list-style-type: none"> <li>• Réseau et présence sur le terrain : du niveau régional au niveau du département</li> <li>• Ressources humaines expérimentées</li> <li>• Connaissances du terrain</li> <li>• Expériences de contractualisation de certains services avec les projets FIDA</li> </ul>	<ul style="list-style-type: none"> <li>• Dispositif de terrain handicapé par la culture administrative</li> <li>• Peu de moyens financiers provenant du budget national</li> <li>• Financement des activités de terrain dépend de l'aide extérieure</li> <li>• Faible capacité d'absorption de certaines structures due au manque de logistique</li> </ul>	<ul style="list-style-type: none"> <li>• Mobilisation de ressources complémentaires</li> <li>• Coordination des actions au niveau du financement FEM</li> </ul>	
<b>Ministère du Commerce, de la Promotion des Entreprises et de l'Artisanat</b>	<ul style="list-style-type: none"> <li>• Tutelle sur la mise en œuvre de plusieurs programmes d'appui aux entreprises et au développement des exportations</li> <li>• Appui à la restructuration de l'ONAC</li> <li>• Coordination des actions concernant l'application des normes internationales</li> <li>• Instauration de guichet unique pour la création d'entreprises</li> </ul>	<ul style="list-style-type: none"> <li>• Trop chargé par d'autres projets</li> <li>• Peu d'attention pour le groupe cible du FIDA</li> </ul>	<ul style="list-style-type: none"> <li>• Accès à l'information sur les marchés et leurs opportunités et contraintes</li> <li>• Facilitation des activités des opérateurs de mise en marché en contact avec les producteurs (contract farming)</li> <li>• Statistiques commerciales</li> </ul>	<ul style="list-style-type: none"> <li>• Focus sur les grands entreprises et le secteur formel</li> </ul>
<b>Ministère de la promotion de la femme</b>	<ul style="list-style-type: none"> <li>• Définition et suivi des politiques de promotion féminine</li> <li>• Elaboration d'un plan d'action quinquennal</li> <li>• Dispose de points focaux dans chaque ministère</li> <li>• Dispose de directions régionales de la promotion féminine</li> </ul>	<ul style="list-style-type: none"> <li>• Ressources budgétaires faibles</li> <li>• Faible niveau d'exécution des précédents plans d'action</li> </ul>	<ul style="list-style-type: none"> <li>• Suivi de conformité des actions du programme avec la politique nationale et le plan en cours de préparation</li> </ul>	

	<ul style="list-style-type: none"> <li>Partenariat en cours avec plusieurs projets et ONG</li> </ul>			
<b>Directions Régionales et provinciales du MAHRH</b>	<ul style="list-style-type: none"> <li>Représentant Régional/provincial du ministère</li> <li>Personnel qualifié pour la vulgarisation agricole mais en nombre réduit et décroissant (pyramide des ages défavorable)</li> <li>Supervisent tous les projets du ministère</li> </ul>	<ul style="list-style-type: none"> <li>Insuffisance de moyens financiers et logistiques</li> <li>Compétences variables selon les régions</li> </ul>	<ul style="list-style-type: none"> <li>Prestataire potentiel en services de vulgarisation, techniques diverses et supervision des travaux d'aménagement</li> <li>Concertation et coordination avec les autres projets sous leur tutelle et notamment le PNGT, le PADAB, PAF, etc...</li> </ul>	<ul style="list-style-type: none"> <li>leurs moyens étant limités, ces structures dépendront totalement du Programme pour le transport et l'équipement.</li> </ul>
<b>Institut National de l'Environnement et de la Recherche Agronomique (INERA)</b>	<ul style="list-style-type: none"> <li>Dispose de références techniques et technologiques à diffuser</li> <li>Partenaire traditionnel des projets FIDA</li> </ul>	<ul style="list-style-type: none"> <li>Ressources humaines qualifiées</li> </ul>	<ul style="list-style-type: none"> <li>Prestataire de services potentiel</li> </ul>	<ul style="list-style-type: none"> <li>Trop ciblé pour les solutions peu adaptées au groupe cible du FIDA</li> </ul>
<b>Administration territoriale</b>	<ul style="list-style-type: none"> <li>En charge de la coordination locale du développement par les «cadres de concertation» et/ou «d'aménagement du territoire», des actes administratifs de reconnaissance des organes locaux: CVGT, CIVGT, GV, OPA</li> </ul>	<ul style="list-style-type: none"> <li>Lourdeurs administratives</li> <li>Manque de moyens financiers et logistiques d'accompagnement</li> </ul>	<ul style="list-style-type: none"> <li>Rôle important dans la mise en œuvre de la décentralisation</li> <li>Concertation et complémentarité des actions de développement</li> </ul>	<ul style="list-style-type: none"> <li>Manque de moyens pour jouer son rôle de façon optimale</li> </ul>
<b>Organisations professionnelles, unions et interprofessions dans les filières agricoles</b>	<ul style="list-style-type: none"> <li>Grande dynamique</li> <li>Grand nombre d'organisations</li> </ul>	<ul style="list-style-type: none"> <li>Insuffisance de moyens financiers et logistiques</li> <li>Compétences très variables</li> </ul>	<ul style="list-style-type: none"> <li>Partenaires potentiels</li> <li>Formateurs potentiels</li> </ul>	<ul style="list-style-type: none"> <li>Manque de moyens, dépendance du financement du Programme</li> </ul>
<b>Chambres régionales de l'agriculture</b>	<ul style="list-style-type: none"> <li>Présence dans tous les régions</li> </ul>	<ul style="list-style-type: none"> <li>Peu d'expérience</li> </ul>	<ul style="list-style-type: none"> <li>Partenaires potentiels</li> </ul>	<ul style="list-style-type: none"> <li>Dépendance du financement du Programme</li> </ul>

<b>ONG</b>	<ul style="list-style-type: none"> <li>• Beaucoup d'ONG ont une longue expérience du terrain</li> </ul>	<ul style="list-style-type: none"> <li>• ONG locales légalement constituées nombreuses et celles opérationnelles très peu présentes dans la région du Programme</li> <li>• Capacités (humaines et matérielles) insuffisantes</li> <li>• Création souvent induite par l'extérieur</li> <li>• Très faibles niveaux de formation</li> <li>• Ressources financières limitées</li> </ul>	<ul style="list-style-type: none"> <li>• Partenaires potentiels à promouvoir comme prestataires de services et comme opérateurs</li> <li>• Appui thématiques: sensibilisation et animation, appuis aux CVGT et groupements en gestion et organisation, alphabétisation, technologies transformation, formation</li> </ul>	<ul style="list-style-type: none"> <li>• Ambiguïté des ONG: porteurs de message politique/religieux et/ou développement</li> </ul>
<b>Prestataires privés</b>	<ul style="list-style-type: none"> <li>• Démarche professionnelle jugée sur résultats/objectifs</li> </ul>	<ul style="list-style-type: none"> <li>• Rapport coût/efficacité</li> </ul>	<ul style="list-style-type: none"> <li>• Prestataires potentiels pour la réalisation d'études techniques et d'accompagnement des OP dans la mise en œuvre des projets</li> <li>• Formations spécifiques</li> </ul>	<ul style="list-style-type: none"> <li>• Durabilité des interventions qui dépendent trop des prestataires</li> </ul>

<b>CVGT, CIVGT CVD</b>	<ul style="list-style-type: none"> <li>• Organe à statut légal de gestion des ressources naturelles et des fonds publics, qui a la compétence pour élaborer et mettre en œuvre le Plan Villageois de Développement</li> <li>• Et pour attribuer et évaluer le retrait des terres</li> </ul>	<ul style="list-style-type: none"> <li>• Relations conflictuelles potentielles avec le conseil villageois</li> <li>• Nomination de commissions spécialisées non électives</li> </ul>	<ul style="list-style-type: none"> <li>• Partenaire potentiel</li> </ul>	
<b>Organisations paysannes de base et groupements de producteurs</b>	<ul style="list-style-type: none"> <li>• Nombreuses et relativement bien installées</li> <li>• Nombreux groupements de producteurs notamment féminins et de jeunes</li> </ul>	<ul style="list-style-type: none"> <li>• Faibles capacités</li> <li>• Groupements souvent induits par l'extérieur</li> <li>• Très faibles niveaux de formation</li> <li>• Analphabétisme prononcé</li> <li>• Ressources financières limitées</li> </ul>	<ul style="list-style-type: none"> <li>• Les groupements sont vecteurs d'activités économiques</li> </ul>	<ul style="list-style-type: none"> <li>• Faible gestion des biens collectives</li> </ul>
<b>Secteur privé marchand</b>	<ul style="list-style-type: none"> <li>• Libéralisation du commerce vivrier</li> </ul>	<ul style="list-style-type: none"> <li>• Faible à très faible organisation en approvisionnements intrants</li> </ul>	<ul style="list-style-type: none"> <li>• Les leçons de différentes expériences ( ex : banques de céréales) constituent un atout pour une organisation de la commercialisation primaire</li> </ul>	<ul style="list-style-type: none"> <li>• Le petit commerce est une activité importante pour les femmes et les jeunes, surtout en saison sèche</li> </ul>
<b>Secteur des finances rurales</b>	<ul style="list-style-type: none"> <li>• Le secteur de la microfinance est assez développé mais la couverture géographique et celle des besoins en financement est encore très insuffisante</li> </ul>	<ul style="list-style-type: none"> <li>• Réseau peu dense</li> <li>• Le groupe cible n'a souvent pas accès</li> <li>• Les services de l'agriculture et les projets font de l'intermédiation financière</li> </ul>	<ul style="list-style-type: none"> <li>• Partenaire potentiel pour viabilité dans la phase après projet</li> <li>• Micro-leasing</li> </ul>	<ul style="list-style-type: none"> <li>• Le crédit d'équipement reste difficile en système vivrier: nécessité de subventions et de garanties</li> </ul>



### Key file 3: Activités des bailleurs et opportunités de partenariat

Bailleur	Nature du projet/programme	Couverture géographique	Statut	Complémentarités et synergies possibles
<b>BM (IDA)</b>	Programme d'Appui aux Filières Agro-Sylvo-Pastorales PAFASP	Nationale	En cours	Le projet PROFIL a été conçu comme opération parallèle et complémentaire au PAFASP –y compris dans le ciblage des filières- avec le PAFASP que se concentrera sur les line méso-macro et le PROFIL sur les liens micro-méso
<b>BM (IDA) FIDA Pays-Bas Danemark</b>	Programme national de gestion de terroirs, Phase II PNGT II	Burkina Faso dont: <ul style="list-style-type: none"> <li>• 26 provinces d'intervention directe</li> <li>• 19 provinces par protocole avec autres projets</li> </ul>	En cours	Le PNGT a une approche horizontale. Il appuie la notamment mise en œuvre d'infrastructures sociales
<b>GTZ</b>	Programme de Développement de l'Agriculture (PDA) : Renforcement des compétences entrepreneuriales au sein des filières agro-alimentaires Niveau macro, méso et micro	Région de l'Est Région du Sud-Ouest (Gaoua)	En cours	Appui à la mise en œuvre de projets à la base d'insertion dans les filières Formation des entrepreneurs agricoles Formation des prestataires de service
<b>UE AFD Danemark Pays Bas Belgique BM</b>	Plan d'Action pour l'Émergence des organisations professionnelles (PA/OPA)	Nationale	En cours	Renforcement des capacités des OPA économiques intervenant en appui aux filières : approvisionnement (amendements, équipements et intrants) ; commercialisation des produits agricoles et de l'élevage
<b>FAO PNUD Belgique Maroc</b>	Programme spécial de sécurité alimentaire PSSA	Zones à fort potentiel agricole	En cours	Savoir-faire en matière d'aménagement et de mise en valeur des bas-fonds

<b>Canada (ACDI)</b>	Programme d'appui aux Filières bio-alimentaires (PAF)	En fonction de la zone de concentration des filières appuyées	En cours	Appui à la structuration des filières et à l'interprofession
<b>Danemark</b>	Programme de Développement durable de l'Agriculture au Burkina (PADAB) Phase II	National	En cours	Appui institutionnel au MAHRH Appui au système de micro-finances rurales Développement rural décentralisé et appui régional aux filières (Est du pays)
<b>Millennium Challenge Corporation (MCC)</b>	Compact	National	A commencer	Gestion décentralisée des ressources naturelles (sécurisation foncière) Infrastructures productives
<b>Chinese/ South Korean/ Taiwanese Cooperation programmes</b>	Newly emerging Africa/Asia partnerships are leading to an increasing number of bilateral projects being prepared	National	Ongoing	Coordination with Chinese assistance in rural infrastructure especially where new roads open up formerly remote areas in IFAD intervention areas to be complemented by feeder roads and market access infrastructure

## Key file 4: Groupes cible du COSOP et réponses possibles

Typologie	Niveau et causes de la pauvreté	Stratégies adoptées	Besoins prioritaires	Réponses
Ménages ruraux exploitant peu de terre (<0.5 ha/ménage), intégralement en culture pluviale	<b>Très Elevé</b> <ul style="list-style-type: none"> <li>• Forte pression démographique</li> <li>• Endettement informel</li> <li>• Manque de sources de revenu non-agricoles ou "hors-sol"</li> <li>• Faible rémunération de la main d'œuvre rurale</li> <li>• Usurpation/détournement des dons et assistances</li> <li>• Fort taux d'analphabétisme ( 75% + )</li> <li>• Mauvaise alimentation et appauvrissement récurrent en période de « soudure »</li> </ul>	<ul style="list-style-type: none"> <li>• Plus d'endettement</li> <li>• Travaux pour tiers</li> <li>• Surexploitation des ressources naturelles (bois et ressources de cueillette)</li> <li>• Migration vers zones urbaines</li> <li>• Vols (bétail et cultures)</li> <li>• Transferts des parents émigrés</li> </ul>	<ul style="list-style-type: none"> <li>• Financement pour AGR hors sol et non agricoles</li> <li>• Renforcement des mécanismes de solidarité communautaire</li> <li>• Aménagements d'irrigation et de gestion de l'eau</li> <li>• Accès à des technologies permettant une haute rentabilité du travail</li> </ul>	<ul style="list-style-type: none"> <li>• Mettre en place des partenariats avec des privés sur des spéculations « de niche » ( ex : « bio » ) ;</li> <li>• Stimulation de la production sous contrat.</li> <li>• Fournir des formations appropriées sur les techniques d'agriculture, le maraîchage (oignon) et la conservation et transformation des produits agricoles</li> <li>• Promouvoir les filières « hors sol » : basse-cour, petits ruminants</li> </ul>
Ménages de petits producteurs à dominante vivrière (>0,5 ha) sans accès à une sole irriguée	<b>Elevé</b> <ul style="list-style-type: none"> <li>• Technologies de culture pluviale peu performantes et souvent dommageables pour l'environnement</li> <li>• Contraintes foncières et en main d'œuvre limitant les superficies cultivées en deçà des besoins vivriers</li> <li>• Faibles investissements à cause de l'insécurité foncière</li> <li>• Mauvaise alimentation et appauvrissement</li> </ul>	<ul style="list-style-type: none"> <li>• Travaux pour tiers</li> <li>• Endettement</li> <li>• Migration vers zones urbaines</li> <li>• Vols (bétail et cultures)</li> <li>• Transferts des parents émigrés</li> </ul>	<ul style="list-style-type: none"> <li>• Renforcement des mécanismes de solidarité communautaire</li> <li>• Activités génératrices de revenus</li> <li>• Accès à des technologies permettant une haute rentabilité du travail</li> </ul>	<ul style="list-style-type: none"> <li>• Création de réseaux de boutiques d'intrants ; diffusion des engrais en particulier phosphates naturels</li> <li>• Appui aux activités de transformation et de petit commerce</li> <li>• Conseils techniques pour l'intensification, la diversification et la valorisation des produits</li> </ul>

	récurrent en période de « soudure »			
Ménages de petits producteurs AVEC accès à une sole irriguée	<b>Moyen</b> <ul style="list-style-type: none"> <li>• Contraintes foncières et en main d'œuvre limitant les superficies cultivées en irrigué</li> <li>• Mauvais contrôle de l'eau</li> </ul>	<ul style="list-style-type: none"> <li>• Endettement</li> <li>• Vols d'eau</li> <li>• Transferts des parents émigrés</li> </ul>	<ul style="list-style-type: none"> <li>• Technologies d'agriculture irriguée plus performantes et positives pour l'environnement</li> </ul>	<ul style="list-style-type: none"> <li>• Appui et Conseils techniques pour l'intensification et la valorisation des produits</li> <li>• Financement des microprojets de gestion de l'eau</li> </ul>
Femmes et ménages ruraux gérés par une femme	<b>Moyen à Très Elevé</b> <ul style="list-style-type: none"> <li>• Manque de main d'œuvre pour les gros travaux</li> <li>• Affaiblissement des mécanismes de solidarité communautaire</li> </ul>	<ul style="list-style-type: none"> <li>• Artisanat traditionnel et petit commerce</li> <li>• Endettement</li> </ul>	<ul style="list-style-type: none"> <li>• Activation des mécanismes de solidarité (pour favoriser le ciblage)</li> </ul>	<ul style="list-style-type: none"> <li>• Suivi et évaluation de l'impact des différentes initiatives du programme sur les femmes</li> <li>• Prise de mesures spéciales pour favoriser l'accès des femmes à toutes les activités du programme, en particulier la constitution de groupements afin de s'insérer dans une filière</li> <li>• Financement des microprojets des femmes</li> </ul>

Jeunes ruraux	<b>Sévère</b> <ul style="list-style-type: none"> <li>• Connaissances limitées</li> <li>• Accès limité à la terre</li> <li>• Offres de travail quasi inexistantes</li> </ul>	<ul style="list-style-type: none"> <li>• Exploiter les terres marginales</li> <li>• Participer aux travaux communautaires</li> </ul>	<ul style="list-style-type: none"> <li>• Amélioration des conditions de vie et développement des activités sociales</li> <li>• Opportunités d'emploi</li> <li>• Formation professionnelle</li> </ul>	<ul style="list-style-type: none"> <li>• Appuyer les activités de commerce et de transformation pour les jeunes</li> <li>• Appuyer la création d'associations de jeunes et la mise en œuvre de programmes orientés l'insertion dans les filières</li> <li>• Formation professionnelle</li> <li>• Financement des microprojets des jeunes</li> </ul>
<b>Pour toutes les catégories ci-dessus</b>	<b>Variable</b> <ul style="list-style-type: none"> <li>• Faible pouvoir de négociation dans les filières</li> <li>• Production des cultures négligées par les autorités et les bailleurs</li> </ul>	<ul style="list-style-type: none"> <li>• Désintérêt pour les affaires publiques</li> <li>• Privilégier systématiquement le court terme par rapport aux investissements</li> <li>• Décapitalisation (vente de biens, coupe des arbres)</li> </ul>	<ul style="list-style-type: none"> <li>• Meilleure compréhension des mécanismes des marchés</li> <li>• Organisations paysannes plus représentatives et dynamiques</li> <li>• Appui spécifique pour certaines filières oubliées.</li> </ul>	<ul style="list-style-type: none"> <li>• Systèmes de stockage amélioré</li> <li>• Introduction des solutions technologiques adaptées</li> <li>• Intensification et diversification des cultures de rente et vivrières</li> <li>• Renforcement de la position du groupe cible dans les filières</li> </ul>