

Burkina Faso: Community-based Rural Development Project

Item	Assessment Remarks	Rating
Country & Project Name	Burkina Faso: Community-based Rural Development Project (PNGT II)	
Loan No.	535-BF	
Project Id.	1132	
Board Date	04 May 2000	
Effectiveness Date	17 May 2002	
Original Closing Date	31 Dec 2007	
Final Closing Date	31 Dec 2007	
Total Project Cost USD(M)	USD 110.99 million	
IFAD loan USD (M)	USD 11.44 million	
Cofinanciers (if any)	World Bank (USD 55.00 million loan); Danish International Development Agency-DANIDA (USD 5.64 million loan), Netherlands (USD 9.00 million grant)	
Implementing Agency	Ministry in charge of decentralization	
Principal Components	The project's development objectives were to (i) increase the productive capacity of the rural sector; and (ii) improve the effectiveness of public investments by developing the institutional and organizational capacity necessary to enable local communities to plan, implement and manage their own development process. Project components included: (a) local capacity building; (b) local investment funds, (c) institutional capacity building; (d) land tenure security pilot programme; (e) project coordination. The first phase of this APL project was focused on: (i) building local capacity to plan and implement rural development, accelerate the pace of public transfers for decentralized rural development; and (iii) supporting implementation of the country's decentralization framework.	
Project Performance		
Design	This is a WB-initiated APL designed in 3 phases of 5 years. The overall project was designed to implement the Policy Letter for Decentralized Rural Development of 2002. Initially, the project was designed to cover 2000 villages in 26 provinces of the country. After the MTR and based on Government's request, activities were extended to cover all 3013 villages in the 26 provinces. A UNDP financed project to enhance consultation and local governance was attached to the PNGT II. Project design was appropriate for laying the foundation to reach the project's long-term goals. The project was a follow-up project which incorporated the lessons from the previous WB financed PNGT project. IFAD and DANIDA took part in the design process. The project's M&E system was not sufficiently described during design but was developed under the Danish project to support M&E of the national project. The funding ended at MTR (mid-term review). There was however no baseline and impact monitoring was hampered by a cumbersome system. As a result, the project produced an impressive number of quantitative results, but was weak in measuring impact (qualitative results).	5
Implementation	Implementation start-up was slow, due to delays in ratification and slow procurement of vehicles and equipment. Effectiveness was declared more than 2 years after Executive Board (EB) approval (which took place before World Bank approval). Overall implementation was hampered by: (i) DANIDA's early withdrawal from the project (2004), due to policy changes, and the need to take M&E funding under the International Development Association (IDA) credit (ii) early ending of UNDP (United Nations Development Programme) support which was changed to a GEF (Global Environment Facility) financed Country Partnership Programme to initiate national dialogue on sustainable land management, (iii) high demand for micro-credits and difficulties related to adequate transfer and allocation of funds to communities; and (iv) need to change the project's institutional entry point, following the adoption of the Code général des collectivités territoriales and the abandonment of the CVGT approach. The project could not support activities to promote renewable energy, since the announced Dutch financing did not materialize. At village level, implementation of micro-projects hampered by: (i) lack of competent services providers; and (ii) difficulties to mobilize communities' contribution (poverty); (iii) low literacy rate of the communities.	4
Relevance	The project is part of a larger National Programme for Decentralized Rural Development implemented over 15 years. This broader programme aims to implement the country's strategies towards poverty alleviation (PRSP 2000) and decentralization (<i>Textes d'orientation de la décentralisation (1998)</i>) endorsed in the Policy Letter for Decentralized Rural development adopted in 2002). As such, the project is fully in line with relevant Government strategies and policies. At the time the project was designed, it was assumed that priority needs of the rural poor would be addressed by providing support to the decentralization process and implementing a participatory local planning approach (GT approach). The poverty level of some of the communities did not allow them however to fully take part in the processes implemented by the project (see section on implementation).	5

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Effectiveness	The project was effective in achieving the DOs of the first phase. The CVGT have acquired important skills in planning, execution and monitoring of micro-projects based on local development and investment plans. This was confirmed by a technical audit and a beneficiary's perception survey carried out at the end of the first phase. The infrastructure provided is operational, but maintenance needs to be ensured through the collection of fees. The PCR states that 5 out of 7 key outcome indicators for the achievement of the project's development objectives were fully achieved. The remaining 2 were hampered by changes in the entry point for decentralization and expansion of project activities to reach national coverage. Beneficiaries show a good knowledge of the project and appreciate the positive changes that have occurred in their daily lives. CVGTs are accepted as federative structures for local development. The project was however not effective in responding adequately to the needs of the poorest, their participation in project activities being hampered by their incapacity to meet the required contribution to micro-projects and the low literacy rate, making it difficult for them to present sound proposals for financing.	4
Efficiency	Implementation start-up was slow, mainly due to delays in ratification and slow procurement of vehicles and equipment. Effectiveness was declared more than 2 years after EB approval (which took place before WB approval). By contrast, the project was highly efficient in its coverage: the number of villages to be targeted was increased from 2000 to 3013 following the MTR. With the amount of funds available, 2961 CVGTs were created. In terms of micro-projects, communities generally chose investments with a high rate of return (no figure available). The decentralized decision-making process has allowed investment costs to be lower than for similar investment projects implemented by Government or other partners. Altogether, investments at community level are cost effective and responsive to service delivery.	4
Partner Performance		
IFAD	IFAD performance was not assessed in the WB PCR.	NA
Cooperating Institution	The WB assessed its own performance as satisfactory (low performance at project entry compensated by higher performance at completion). By contrast, the Bank's performance as CI was found only modest by IFAD. This concerns in particular the quality of supervision and the lack of communication on the Bank's side (SM announced less than 10 days in advance).	3
Government	Government has demonstrated a high level of commitment to the project's objectives by staying the course on the decentralization agenda and making needed resources available. Government also showed a high level of commitment by sending a project review mission by parliamentarians. This mission led to the expansion of project activities to cover a much larger number of villages. Key government institutions in charge of decentralization and land tenure regulations worked closely with the project to ensure its sound implementation. Counterpart funds were timely and adequate. Counterpart funding was adapted to the country's economic situation in due course (reduced from USD 15.41 million to USD 7.41 million).	5
NGO/Other	NA	NA
Cofinancier(s)	DANIDA financing was ended at MTR and the promised Dutch financing never materialized.	4
Combined Partner Performance	Combined performance of partners is found modest. This project shows how difficult donor coordination can be in practice. This project was to be funded jointly by WB (IDA), IFAD, UNDP, DANIDA and the Dutch Government but these different funding sources did not start or end at the same time, putting a strain on project implementation: (i) the IFAD loan was approved before the IDA loan, (ii) UNDP funding was changed at some point into a GEF funded programme to support sustainable land development, (iii) DANIDA financing was approved two years before the project became effective and its financing ended at MTR, and (iv) the Dutch financing did not materialize. Collaboration between IFAD and the Bank was rendered very difficult due to the lack of communication on the Bank's side.	3
Rural Poverty Impact		
Physical Assets	The project has provided investments into productive assets (soil and water conservation infrastructure). It can be assumed that these investments have had a positive impact on household's access to physical assets. The PCR does not provide any detailed assessment, however. The project has contributed to raising awareness on issues related to land tenure security in rural areas.	4
Financial Assets	Not applicable	NA
Food Security	No direct impact and therefore not assessed.	NA
Environment	The project contributed indirectly to the protection and rehabilitation of the environment through the micro-projects developed by the communities. The PCR does, however, not provide any data on the type and number of micro-projects dealing with environmental concerns. Safeguard documents for the selection of micro-projects were developed more than one year after effectiveness and a training workshop for project staff was held in 2006 to speed up implementation of related policies. Criteria to guide the screening	4

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	process were also developed and applied as of January 2006. Ongoing investments were regularized. A committee to monitor the environmental impact of the decentralization process and the micro-projects in particular was set up under the project but the PCR does not make reference to the results of its work. The project's overall impact on the environment is assumed positive. Given the absence of figures and the late implementation of the safeguards documents, the project's impact on the environment is classified as moderate.	
Human Assets	This first phase of the project was focused on capacity building at village/community level and the institutional strengthening of government bodies to support the decentralization process and land tenure regulations. More than 75% of the villages have received capacity building support, and adopted and implemented a local development plan. 2961 CVGT were established against a target of 2000. In addition, investments into socio-economic micro-projects (health, education, water) have certainly contributed to improving household's human assets. The PCR provides no detailed figures, but the impact is assumed moderate since the project's approach and tools prevented it from addressing adequately the needs of the poorest.	4
Social Capital and Empowerment	At village level, establishment and strengthening of CVGTs through local capacity building programmes and the introduction of participatory planning processes were essential to initiate government decentralization process at the grassroots level. The funding and implementation of micro-projects further contributed to strengthening the capacities and empowering the CVGT and their members by giving them the opportunity to exercise planning, control, management and maintenance functions. At provincial level, the project contributed to building the capacities of public and private services providers and in revitalizing the <i>cadres de concertation techniques provinciales</i> . At national level, the project facilitated the creation of a national rural development coordination framework (Cadre national de coordination des partenaires du développement rural) and a national committee in charge of land tenure issues in rural areas. More than 60% of the villages have representative and participatory bodies assuming their role in local development. Between 2002 and 2008, 88% of the CVGTs were able to elaborate their development plans and 71% have held regularly self-evaluation exercises. At village level, the establishment of village commissions has helped resolving conflicts on land tenure issues.	5
Ag. Productivity	No direct impact and therefore not assessed.	NA
Institutions and Services	The project introduced important institutional changes and contributed to strengthening the capacities of stakeholders at different levels. It has allowed kick-starting the decentralization process at community level, by facilitating implementation of the decentralization law through the creation of the new communes and the elaboration and validation of the tool kit for communal development planning. As a result, rural communes were successfully put in place and communal elections run satisfactorily in April 2006 in the entire country. The project has also contributed to the revitalization of 45 provincial committees, but the question of sustained financing of these representative coordination bodies beyond project support remains a crucial concern that needs to be addressed during the second phase of the project. The project was instrumental in initiating a national forum for consultations among development partners on decentralized rural development in the country. This committee held regular meetings to harmonize views among partners. It also led to the creation of 3 technical committees to monitor socio-economic, environmental and institutional impact.	6
Markets	No direct impact and therefore not assessed.	NA
Rural Poverty Impact	<i>Overall, the project intended to promote decentralized rural development and reinforce the capacities of local institutions. Its impact on the rural poor has however been flowered by the implementation of mechanisms which did not allow the needs of the poorest to be adequately reflected in local development plans and addressed.</i>	4
Overarching Factors		
Innovation	The project was a follow-up project and therefore was not innovative as such.	2
Replicability and Scaling-up	The project was designed to replicate and scale up the participatory GT approach developed and implemented under the predecessor project (PNGT). Further upscaling will take place during the 2nd phase of the WB APL.	NA
Innovation, Replicability and Scaling-up	<i>First phase of WB APL, replicability and upscaling yet to be demonstrated</i>	NA
Sustainability and Ownership	Chances for sustainability are good since this was only the first of three phases. The project supports directly the implementation of the National Programme for Decentralized Rural Development. Government ownership is therefore strong. The principle of co-financing micro-projects has also considerably contributed to increasing the level of responsibility of beneficiaries.	5
Targeting	Because of its nature, the project's primary target group were the rural communities organized within the CVGT. According to the PCR, the project's focus on supporting small	4

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	scale and inexpensive priority projects has allowed it to reach different segments of the rural population, in particular the poorest. It is further stated that the participatory approach adopted by the project has ensured appropriate representation of the priorities of the poor in the selection of activities to be funded. It can be questioned, however, whether the poorest communities could actually be reached given the difficulty to mobilize the required contribution has affected project effectiveness and outcomes.	
Gender	Beneficiary surveys have shown positive changes in gender related issues. The situation of women has improved due to water and health infrastructure realized and related sensitization programmes on health and hygiene. Also the participatory process adopted by the project has allowed women to increasingly participate in decision-making bodies and hence their status vis à vis men to be improved. The latter also concerns young people who have been increasingly involved in decision-making processes. Figures to evidence these conclusions are not available.	4
Overall Performance	The project had its greatest impact on institution building and capacity building at local level. It was less effective however in reaching the poorest section of the rural population. The Project Status Report states that an assessment carried out by the division has shown that the project's impact has been rather weak so far and that implementation has often been hampered by the size of the project.	4
Estimated number of beneficiaries	All rural communities organized in CVGT, concerning about 2000 villages within 26 provinces of the country, with an estimated population of about 2 million people. Project coverage was reviewed at MTR to cover all villages within the 26 provinces selected, i.e. 3013 in total. Out of the new target of 3013, 2961 were reached (CVGT created).	
PCR Quality		
Scope	The PCR was prepared by the WB and does not cover all the sections and annexes required by IFAD.	NA
Quality	PCR prepared by the WB. The PCR is well written and conclusions drawn seem convincing. However, it generally lacks data to evidence the conclusions drawn, giving the impression to be slightly too positive.	4
Lessons	Relevant for the design of the 2nd phase of the APL.	5