



FOREST INVESTMENT PROGRAM (FIP)

BURKINA FASO

AIDE MEMOIRE OF THE JOINT MISSION
FEBRUARY 14 – 23, 2011



February 14-23, 2011

I. INTRODUCTION

1. The Forest Investment Program (FIP) is one of the targeted programs of the Strategic Climate Fund set up under the Climate Investment Funds (CIFs). The FIP sets out to catalyze policies and measures as well as mobilize funds to reduce deforestation and forest degradation and to promote improved sustainable forest management that leads to of greenhouse gas (GHG) emission reductions, protection of carbon reservoirs and poverty alleviation.
2. In March 2010, Burkina Faso was selected by the Expert Group mandated by the FIP Sub-Committee as a pilot country for FIP. The country is in the early stages for setting up a REDD National Strategy, but has made significant efforts in developing over years participatory mechanisms in natural resource management, and such experience has been shared in neighbouring countries. The Government of Burkina Faso confirmed its interest in participating in the program and sent a letter in this regard to the FIP Sub-Committee in May 2010.
3. Upon request from the Government, a scoping mission was carried out by MDBs and Government from October 11 to 13, 2010 in Ouagadougou, to initiate dialogue with Government and design all FIP preparatory activities with national officials. At the end of the mission, a roadmap to prepare all activities for developing the Investment Plan, including the first Joint Mission in February 2011, was formulated.
4. The Grant request for preparation funding of Burkina's FIP Investment Plan was submitted by Government and approved by the FIP MDB Committee on December 21, 2010 (http://www.climateinvestmentfunds.org/cif/fip_pilot_programs). This funding of US\$250,000 shall be used for the following main activities: the preparation of the investment plan, the economic C/B study of the plan, a baseline study of forest GHG emissions, an environmental assessment of the investment plan , support the functioning of the National FIP/REDD Committee and technical support team, workshops and consultations with all stakeholders.
5. By decree N° 1010/159/PRES/PM/MECV, the Government put in place a steering committee for the execution of FIP and PANA. This committee should direct, advice and support activities of PANA projects, the preparation of FIP and other REDD+ activities. The Government also put in place by Decree N° 2010 – 158 / MECV, a technical secretariat.
6. Among key activities of the roadmap, there is an analysis of the forest sector. This work has been carried out by the Government through national consultants and resulted in a detailed document presenting opportunities and constraints of the forest sector. In addition, World Bank carried out in collaboration with the Government a study on Forest Sector Governance in the context of the Forest Program PROFOR (www.profor.info). A draft version of this study has been shared with stakeholders to facilitate discussions and consultations.

7. Following the approval of the Terms of Reference by the FIP MDB Committee ([http://www.climateinvestmentfunds.org/cif/FIP Joint Missions](http://www.climateinvestmentfunds.org/cif/FIP_Joint_Missions)), the Ministry of Environment and Sustainable Development invited the MDBs to the Joint Mission held from 14 to 23 February 2011. Mr. Samuel YEYE, National Focal Point for FIP in Burkina Faso and Technical Advisor to the Minister of Environment and Sustainable Development, conducted this mission on behalf of the Ministry. Mr. Taoufiq BENNOUNA, Natural Resource Expert and Mr. Modibo Traore, Natural Resource Management Chief Expert represented respectively the World Bank and the African Development Bank.
8. The objectives of the Joint Mission were to (1) develop the first draft of the FIP Investment Plan and identify key investment priorities and projects with all the stakeholders during the FIP national consultation workshop, (2) ensure wider consultation with all stakeholders, and (3) make recommendations to further develop and finalize the FIP Investment Plan and projects concept notes for submission to the FIP/SC in May 2011.
9. The mission wishes to thank the Government and all parties that were met (national institutions, organizations representing civil society, private sector representatives, technical and financial partners, programs/projects coordinators) for their interest, their availability and the high quality of exchanges. The mission also wishes to thank the Ministry of Environment and Sustainable Development of Burkina Faso and the World Bank Field Office in Ouagadougou for their assistance and facilitation provided during the mission.

II. JOINT MISSION ACTIVITIES

10. In accordance with the TOR ([http://www.climateinvestmentfunds.org/cif/FIP Joint Missions](http://www.climateinvestmentfunds.org/cif/FIP_Joint_Missions)) of the mission, the following key activities have been undertaken.

- **National Consultation Workshop on Priorities and Implementation of FIP in Burkina Faso (February 14-15, 2011):**

This workshop was aimed at supporting Government to develop its investment plan through a wide consultation and dialogue process with all stakeholders that takes into account national policies, strategy and development plans, and lessons learned from different projects and programs. The goal of the workshop was to present and discuss the first draft of the investment document and the different concepts of proposed projects.

During the opening ceremony, Mrs. Galina Y. Sotirova, Resident Representative of the World Bank in Burkina Faso, made the first speech and the Minister of Environment and Sustainable Development, His Excellency Mr. Salifou Sawadogo followed with the workshop opening speech. Mrs. Clarisse Coulibaly, Environment and Energy Programs Analyst represented the Resident Representative of UNDP.

Over 105 peoples representing national institutions, civil society, private sector, and research institutes such as CIFOR participated in the workshop. Principles and characteristics of FIP along with a quick overview of activities performed so far were the object of the first presentation by

the World Bank. Key results of the Government analysis of the forest sector were also presented. Each presentation was followed by a question and discussion period. Then the participants were divided in 4 working groups to address the following issues: (1) institutional and legal frameworks, (2) forest resource management and governance, (3) programs and projects of the forestry sector, and (4) main actors of the sector.

- **Consultation meetings with key stakeholders (February 17-18, 2011):**

Those meetings were aimed at detailing priorities that came out from the workshop and identifying the role of every actor in the implementation of the investment plan. Consultations were organised around 4 groups of actors: (1) national institutions, (2) civil society, (3) private sector, and (4) technical and financial partners and programs and projects coordinators.

- **Drafting of the Investment Plan (IP) and project ideas :**

Based on the analysis document prepared by the Government, on key results of the workshop and on the recommendations from stakeholders, a first version of the investment plan has been drafted.

11. The results of the mission were presented and discussed with the Minister of Environment and Sustainable Development on Wednesday February 23, 2011.

III. RESULTS OF THE JOINT MISSION

12. National Workshop – Group 1: **Institutional and Legal Frameworks**

The first group noted that the overall legal and institutional framework gives sufficient guidance to actors for creating communal and community forests, developing agroforestry and mainstreaming agribusiness activity. However, in some cases, provisions to enforce the different laws are still missing. Furthermore, the recently adopted laws need to be communicated. Weaknesses are also noted in the training of personnel. There is no legal framework to take into account the climate change effects. The instruments developed for land planning at the commune level are sufficient but not yet implemented. The situation is the same for the Environment and Development Commissions and consultation platforms that have not been implemented yet. There are conflicts in the agriculture and pastoralism activities and between modern law and traditional rules. The forest sector offers great opportunities for environmental and economic development that are well known and that could benefit from carbon revenues. The strategic interventions are summarized as follows: i) capacity building of actors, ii) improved forest definition, iii) the facilitation of private investment in forestry. The group finally recommended a) the development of pilot projects to disseminate knowledge on laws and manage the forests; (b) the specialization of actors in ecological zones, (c) the mobilization of the Diaspora to contribute to a better management of forest resources.

13. National Workshop – Group 2: **Forest Resource Management and Sector Governance**

The focus group had to deal with the issues related to 'the management, and use of forest resources and forest governance'. The discussions were held according to three main perspectives:

(i) *Management of forest resources*: The knowledge base concerning forest resources is still fragmentary and important efforts have to be undertaken in order to update existing data and complete the activities already initiated by the National Programme for the Management of Environmental Information (PNGIM). The degradation of forest resources is advanced, especially in certain areas, and it can be explained by a number of underlying factors (such as uncontrolled mining, agro-business, urbanization and a growing expanding cotton production). There is evidence of a clear trend towards greater degradation, both from a quantitative and a qualitative point of view. Results from on-going corrective measures are mixed, because of the multitude and complexity of institutional, legal, technical and socio-political constraints.

(ii) *Forest governance*. Key questions have been identified about the main parameters affecting forest governance, namely: who has the information concerning the forests, how is this information shared among the stakeholders; who participates in the decision-making process; who are 'the losers' and who are the true 'beneficiaries' of the present situation in the forest sector, etc. The discussion highlighted the absence of an adequate communication strategy. Forest-related information is scattered, partial and its collection is costly. Only state actors play an important role in the decision-making process. Local community leaders and economic operators have a strong influence on local decisions. Upwards accountability mechanisms are inadequate and operate in isolation.

(iii) *Key initiatives to be undertaken*. Firstly, a set of evaluation should assess forest resources as well as potential for carbon sequestration. Secondly, an adequate communication strategy should be prepared, together with an action plan (by strengthening on-going initiatives). Thirdly, the capacities of all stakeholders should be strengthened, through national institutions such as the National Forestry School (ENEF). And finally, a number of protected areas should be rehabilitated, alternative sources of energy be developed and disseminated and grazing areas should be created and protected (in order to reduce pressure on forests).

14. National Workshop – Group 3: **Projects and Programs of the Forest Sector**

The third group analysed the results of over 35 projects and how these results have contributed to improve practices in Burkina Faso. This exercise pointed out improvements made on forest management systems, biodiversity conservation, watershed management, approaches for securing land ownership and capacity building in general. However, difficulties were encountered in aspects such as the low appropriation of pilot initiatives, the organization of populations, the limited timescale of projects, the lack of consultation at local level along with the absence of more integrated and large-

scale schemes, the weak capacity of decentralized authorities in general and especially in procurement procedures. Gradually, the projects have tried to work on longer periods of time, communicate and involve relevant stakeholders, develop incentives for natural resource management and integrate their work in larger frameworks. The group made several recommendations aimed to support non-wood forest products and wood-energy sectors and capitalize results of forest management projects to move forward large-scale interventions.

15. National Workshop – **Group 4: Actors of the sector**

The focus group, made up of people representing different governmental institutions, NGOs and associations of the private sector, had to deal with the issue of ‘the actors’ operating in the forest sector in Burkina Faso. A multitude of actors are identified (state, non state, communities, entrepreneurs, NGOs, etc.). Their variety is somehow the reflection of the multiple social, economic, environmental dimensions of forests. Each actor has *distinctive comparative advantages* (the State, for instance, in formulating and enforcing laws, local governments in taking into account local conditions, and user groups in using forest products for their own survival or for the production of revenues), different *modus operandi* and ways of interacting with the forest. Some actors use forest products for *commercial purposes* (wood cutters and traders, for instance), others for their own *survival and health* (local village communities, especially the poorest), others for *protection, conservation and education* (representatives of national parks) and others to *support community development* activities for poverty reduction (NGOs, associations). Within this complex picture, a major issue is *the respect of the rights* of everybody by everybody: the access to and use of forest products may generate *conflicting situations* or tensions between local communities and wood traders, local user groups and poachers, sectoral departments and local governments, local communities and wildlife, women vs men. A number of *innovative practices* are linked to explicit efforts of some actors (for instance, in finding and disseminating adapted seeds to improve productivity, as in the case of gum arabic). As far as gender issues are concerned, the group stressed the fact that, on one hand, there is a certain degree of ‘gender equity’, as *women* are generally more involved in forest-related activities and use of forest products, whereby *men* are more involved in activities related to agriculture and livestock, and that, on the other hand, all the producers’ associations (either made up of women or men) face the same constraints and have the same potential.

16. Consultations – **National Institutions**

Participants agree on the existence of several coordination mechanisms that are implemented in different ways. They also highlighted several redundancies, lack of resources and problems of elaboration, dissemination and access to information. They propose to evaluate the existing coordination mechanisms on the basis of three criteria: (i) synergy, (ii) importance, and (iii) consistency with the decentralization of sectoral policies that Burkina Faso is currently putting

in place. For FIP, the participants stressed the need to establish an inclusive coordination framework involving all stakeholders and having the necessary means to ensure its sustainability (human, technical and financial resources).

Representatives of national institutions confirm the priorities identified in the workshops, and propose to group them under the following main categories: (i) improving knowledge management, (ii) capacity building, (iii) consolidation of legislative and institutional framework, (iv) better natural resource management.

On the role of institutions for the implementation of the FIP's investment plan, discussions have failed to reach an agreement that each participant wishes that their institution play a major role.

Participants identified a range of potential risks that could impede the implementation and even formulation of the FIP in Burkina Faso, these are: (i) lack of coordination, (ii) conflicts of interest, (iii) lack of appropriate accompanying measures for the implementation of the investment plan, (iv) lack of coordination between the technical and financial partners, (vi) natural disasters and (vii) the lack of ownership of the FIP by key stakeholders..

17. Consultations – **Civil Society**

National institutions consulted concur that laws, regulations and others legislations are, in general (except for some texts to be updated) adequate and relevant but they are not implemented on the ground. Initiatives and the most important activities that the FIP encourage are: (i) Development and dissemination of alternative energy projects to reduce pressure on forests, (ii) promote integrated agroforestry including livestock farming and organic farming. Civil society organizations should play a leading role regarding the promotion of good governance and the fight against corruption. CSOs have the following comparative advantages in relation to the implementation of some FIP activities (i) Reforestation (ii) Monitoring - Coalition (iii) Capacity building and dissemination of techniques. The main external risks identified were regional or sub-regional conflicts (Cote d'Ivoire), while the main internal risk identified is corruption and the lack of transparency.

18. Consultations – **Private Sector**

The private sector was represented primarily by participants representing the shea butter, timber and charcoal, gum arabic, and hunting industries. Although the private sector actors found in the non-timber forest products sector are not organized, private sector actors operating in the above-mentioned four industries are organized and grouped along their designation as producers, transporters, wholesalers, or retailers. In general, 80% of the inputs for these sectors are derived from forests. The participants fear that the forest resources will disappear due to weak forest management, non-enforcement and non-application of conservation laws, and excessive and illegal logging. To address these problems, the participants are making efforts to meet their demands by relying on private tree plantations and promoting the creation of village woodlots. However, these initiatives have been limited and dependent on project grants to acquire even basic equipment. The participants further argue that they are in the best position to address, and provide guidance, on these issues given their proximity and familiarity with the needs that were identified. With respect to their operations, the private sector participants indicated that producers were in need of access to credit while export operators had difficulty acquiring financial guarantees. Finally, the private sector wants to participate

in the planning of the projects which will be financed by the FIP and the allocation process once funds become available. Thus, they have recommended the creation of a "National Council of Forest Product Actors."

19. Consultations – **Technical and Financial Partners, Projects/Programs coordinators**

The Forest Investment Plan will contribute to achieving the results of the new National Program for Rural Sector (NPRS), which has regrouped forestry programs from three Ministries: (i) Environment and Sustainable Development, (ii) Agriculture and Water Resources, and (iii) Animal Resources into a unique programming framework, and support activities linked with Burkina Faso's REDD National Strategy. FIP financed projects will be part of the consolidated budget program starting in 2012 and will use coordination instruments planned for under the NPRS implementation. Several initiatives are planned by development partners in the forestry sector; and the timing of this exercise is opportune allowing for coordination, a programmatic approach involving local communities, NGOs and the private sector and development of common performance indicators to measure progress. Given the risk raised by this innovative approach, there is a need for strong leadership by the Government, good dialogue among development partners and a good understanding by all stakeholders of their role. Others risks are related to external factors such as financial or ecological crises or instability in the region.

20. Investment Strategy

Based on the results of national workshop, the following priorities have been identified as intervention pillars of the investment plan : (1) support the legal framework of forest sector and improve models of forest governance, (2) promote and support capacity building initiatives, (3) support improved and sustainable forest management, and (4) knowledge management and strategic coordination of the Program. The Government will pursue the exercise, adding related project ideas that should be transmitted to the mission members on February 25, 2011.

IV. **OBSERVATIONS AND RECOMMENDATIONS**

21. During the mission, the Government expressed its wish to submit the Investment Plan of Burkina Faso for endorsement at the next meeting of the sub-committee in June 2011. In order to achieve this goal, the mission made the following observations:

- The FIP procedures and guidelines should be more internalized by MDBs, National FIP Committee, and national steering committee of FIP/PANA.
- A better involvement of all stakeholders, including civil society, the private sector and the local communities, is necessary at all steps of the preparation of the investment plan.
- The committee set up for coordination of FIP/PANA last December never met although it is supposed to validate orientations of the plan. The membership of this committee does not reflect all stakeholders, especially the private sector and civil society are not adequately represented. The mandate of the committee should also integrate a national REDD coordination function.
- In regard of the preparation grant funds, it is noted that the grant request was approved last December. A capacity assessment was carried out and the PNGT2 project unit was identified to

take charge of the procurement. However, the final agreement with PNGT2, the procurement plan and the opening of a bank account are still pending.

- The three studies (environmental assessment, economic C/B analysis, baseline of forest emissions) must be undertaken urgently.

22. With regard to these observations, the mission recommended :

- Further integrate the FIP procedures and guidelines in the preparation of the Investment Plan by ensuring a better knowledge and understanding of the procedures by members of the steering committee ;
- Ensure that all stakeholders and especially civil society, private sector, technical and financial partners and communities are involved in elaborating and validating the plan ;
- Ensure that the PIF/PANA committee is functional ;
- Ensure all necessary steps are taken for the preparation grant to be effective;
- Begin the implementation of the three above-mentioned studies quickly ;
- Finalize the identification of project ideas and the FIP plan of Burkina Faso ;
- Reinforce team work within MDBs and with Government.

V. NEXT STEPS

23. With regard to the results achieved during the mission, the mission has asked the Government to continue its work on FIP investment plan preparation and has suggested that the following roadmap be agreed upon by MDBs and the Government of Burkina Faso.

Activity	Deadline	Responsibility
Transmission of project idea list to MDBs	February 25, 2011	MEDD / FIP Focal Point
Start the request for candidates procedure for the three studies	March 1 st , 2011	MEDD / FIP Focal Point
Prepare and share with MDBs a work plan of the FIP Technical Secretariat in order to achieve the present roadmap	March 1 st , 2011	MEDD / FIP Focal Point
Modify the decree on PIF/PANA Committee	March 1 st , 2011	MEDD / FIP Focal Point
Prepare a work schedule for PIF/PANA Committee and inform MDBs with minutes of the meetings	March 1 st , 2011	MEDD / FIP Focal Point
Finalize TOR for the three studies	March 10, 2011	MEDD / FIP Focal Point
Finalize administrative arrangements to execute the preparation grant	March 30, 2011	MEDD / MEF / WB
MDBs comments on project ideas in consideration of FIP criteria	March 4. 2011	MDBs
Audio – conference for validating project ideas and finalizing IP roadmap; distribution of projects among MDBs ; and distribution of writing task to finalizing the IP document	March 7, 2011	MDBs / GVT

Based on audio-conference decisions, improvement of the IP document	March 18, 2011	MEDD / MDBs
Integration of different sections into one document	March 23, 2011	WB
Sharing the IP document with all stakeholders et receiving comments	March 25, 2011	MEDD / FIP Focal Point / MDB
English translation of the IP	March 30, 2011	WB
Editing of project concept notes (annex 1) in English	March 15, 2011	MDBs
Editing of Annex 2: Participation Plan	March 15, 2011	FIP Focal Point
Finalize the 3 studies	April 11, 2011	FIP Focal Point
Translation of the advanced IP document in French	April 17, 2011	WB
Drafting, sharing and validating TOR for the April Joint Mission	March 15 - April 10, 2011	MEDD / MDBs
Submission of TOR to the MDBs FIP Committee + Invitation letter	March 17, 2011	MEDD
Second Joint Mission for validating the FIP IP	April 18 – 22, 2011	MEDD / MDBs
National Validation Workshop	April 22, 2011	MEDD / MDBs
Final editing of the IPdocument and concept notes and annexes	May 2, 2011	MEDD / FIP Focal Point
Submission to the FIP Sub-Committee	May 4, 2011	MEDD / FIP Focal Point