



DENMARK – BURKINA FASO PARTNERSHIP POLICY 2013-2018

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EXECUTIVE SUMMARY

Burkina Faso has against a global, international economic recession and a number of on-going conflicts in the neighbouring countries, achieved economic growth rates of almost 6 pct. over the last 10 years. Concurrently, the country is still experiencing a number of important challenges. Ten years of strong economic growth and notable evaluations of the IMF and the World Bank have not, as yet, resulted in a broadly anchored reduction of the poverty – although significant headway has been noted especially within the social sectors such as increased access to primary education and urban drinking water. Burkina Faso has a strikingly low HIV prevalence of less than 1.2 pct., against a much more difficult challenge of a rapid population growth of 3.1 pct.

Especially the Sahel-region faces simultaneously the challenges of extreme poverty, the effects of climate change including long periods of droughts or periods of heavy rainstorms, chronic food crises due to crop failure, unresolved internal tensions, risk of Islamist radicalisation, illicit trafficking, terrorist-linked security threats and most recently the effect of the crises in Libya and in Mali. In few areas of the world is the inter-dependency of security and development more outspoken.

The Denmark – Burkina Faso: Partnership policy takes its point of departure in the dynamic context of Burkina Faso and applies a number of interconnected instruments, namely: policy

dialogue, diplomacy, development cooperation and commercial and business instruments. The overall objectives for Denmark's partnership with Burkina Faso are threefold:

1. To contribute to **poverty reduction**.
2. To contribute to a stronger, **rights-based and inclusive governance framework**.
3. To contribute to **economic growth and employment** in particular for youth and women.

In close cooperation with the government of Burkina Faso, civil society groups and other development partners, the overall objectives will be achieved by reaching tangible results within the following four strategic focus areas:

- a. Democracy, human rights and governance.
- b. Stability and security.
- c. Agriculture sector led employment and green growth.
- d. Gender equality.

BURKINA FASO

Province Names

- | | | |
|---------------|---------------|---------------|
| 1 Balé | 23 Loroum | 37 Soum |
| 2 Bam | 24 Mouhoun | 38 Sourou |
| 3 Banwa | 25 Nahouri | 39 Tapoa |
| 4 Bazéga | 26 Namentenga | 40 Tuy |
| 5 Bougouriba | 27 Nayala | 41 Yagha |
| 6 Boulgou | 28 Noumbiel | 42 Yatenga |
| 7 Boulkiemdé | 29 Oubritenga | 43 Ziro |
| 8 Comoé | 30 Oudalan | 44 Zoundoma |
| 9 Ganzourgou | 31 Passoré | 45 Zoundwéogo |
| 10 Gnagna | 32 Poni | |
| 11 Gourma | 33 Sanguié | |
| 12 Houet | 34 Sanmatenga | |
| 13 Ioba | 35 Séno | |
| 14 Kadiogo | 36 Sissili | |
| 15 Kénédougou | | |
| 16 Komondjari | | |
| 17 Kompienga | | |
| 18 Kossi | | |
| 19 Koulpégou | | |
| 20 Kouritenga | | |
| 21 Kourwéogo | | |
| 22 Léraba | | |



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

INTRODUCTION

”In an international context of an overwhelming economic recession, and a national context of gradual exit from a crisis, expectations are high. Time is running. Time is now”.

Luc Adolphe Tiao,
Prime Minister of Burkina Faso, 20th October 2011

Caught between the overwhelming economic recession, the post-election conflicts in the neighboring country Ivory Coast, the conflict in Libya, and the democratic movements of the Arab Spring in North Africa, Burkina Faso experienced in February–June 2011 one of its most serious crises since its independence. Growing social demands and a call for consolidating and further deepening the democracy were articulated during the unrest. The need for, and urgency to work to accommodate the requirements and concerns of the population, has created a momentum for change in the years to come.

The cooperation between Burkina Faso and Denmark was initiated back in 1973 with a strong focus on energy, water and good governance issues. A fruitful cooperation over two decades was later formalised in 1993 when Burkina Faso became a partner country to Denmark. The partnership has been encouraging, and based on the three principles for Danish engagement in partner countries:

- i. Development needs.
- ii. Relevance.
- iii. Impact and results – are despite the progress made as valid today as they were in 1993.

Millions of people in Burkina Faso have due to the Danish development cooperation gained access to energy, water, sanitation, education, and infrastructure, as well as access to an increased agricultural production. Public institutions and civil society organisations have been strengthened – in all of the areas above

as well as in the areas of hiv/aids prevention and treatment, human rights, decentralisation and gender equality.

Denmark is one among many development partners collaborating with Burkina Faso, including the World Bank, the African Development Bank, the European Commission, and a number of bilateral development partners including the USA, a number of European countries, Canada, Japan, and Taiwan. Denmark has been a front runner among the development partners in establishing more effective aid modalities, including general budget support, sector budget support and basket funds.

The partnership policy is divided into four major sections:

Part One presents an analysis of the challenges, opportunities and risks over the next four to five years in Burkina Faso.

Part Two shapes an outline of the partnership policy – including overall objectives, instruments, strategic focus areas, and partnership principles.

Part Three defines the specific objectives, results and indicators, which Denmark will contribute to in close cooperation with its partners in Burkina Faso.

Part Four offers examples on how different instruments play together to promote development. Finally, a number of annexes provide overviews of:

- a. Key economic data.
- b. Description of on-going programmes.
- c. An overall presentation of the strategy for accelerated growth and sustainable development of Burkina Faso, SCADD (2011–2015).
- d. The progress made in Burkina Faso towards achieving the Millennium Development Goals.

PART 1

KEY CHALLENGES, OPPORTUNITIES AND RISKS IN BURKINA FASO

In spite of growth rates averaging about 6 pct. over the past 10 years, it is estimated that **44 pct.** (population of 16 million) live below the poverty line. Poverty in Burkina Faso has a rural face with rural poverty of 51 pct. compared to 20 pct. in urban areas. Especially the regions in the North and East of the country are struggling with poverty rates of respectively 68 pct. and 62 pct. During 2003–2010 poverty levels have improved by 2.5 pct.; but remains significant due to a low point of departure and a population growth rate of 3.1 pct. In 2012, the United Nations Human Development Index ranked Burkina Faso as number 183 out of 187 countries.

Regardless of relatively sound macro-economic policies in Burkina Faso, the **economy remains fragile** due to the country's narrow export base (mainly cotton and gold) and the economy's vulnerability to external shocks, including climate change, trade, and other regional and global developments. The geographical position entails high costs of energy, which is a major bottleneck for development. Burkina Faso has made important progress in improving the business climate, including improving business registration, strengthening land property laws, and establishing commercial courts. Despite the progress made, Burkina Faso still only ranks as number 151 out of 183 countries on the World Bank's Doing Business Index (2011).

Public sector reforms are on-going and are showing progress in a number of areas. **General budget support** has proven to be an effective tool for achieving results

and reforms especially within public financial management. The general budget support instrument is coordinated under a joint protocol between the government and the development partners engaged in general budget support. A **social safety net** policy was approved by the Government in September 2012 and the World Bank has agreed to support the implementation. Burkina Faso's score on the Transparency International's **corruption** league worsened slightly from 2010 to 2011. The score places Burkina Faso as the 14th least corrupt of the total of 47 countries in Sub-Saharan Africa. Other measures such as the World Bank's CPIA are a bit more optimistic. However in Burkina Faso, the issue of corruption is closely linked to the need for a fundamental reinforcement of the justice sector where certain groups are perceived to enjoy impunity from legal sanctions. Opportunities exist to improve access to justice, especially for women, to ensure judicial impartiality and to accelerate the handling of legal cases, including corruption cases.

According to Article 37 of the constitution of Burkina Faso, 2015 will mark the year for the next presidential elections. A strengthening of the democratic institutions in the years leading up to 2015 is thus crucial for the **democratic development** of the country. A key democratic concern is related to citizens' confidence in the electoral process and their corresponding motivation for casting their vote. A number of governance challenges remain, especially in terms of strengthening the balance between the executive,

the legislative and the judiciary. External actors are exploiting and fuelling existing tensions and latent conflicts between ethnic and economic groups. Poverty, competition for scarce natural resources, income inequalities, poor service coverage as well as strong perceptions of discrimination and unequal access to resources constitute a fertile ground for conflict and instability. Addressing these grievances and supporting local conflict resolution mechanisms can leave societies less susceptible to radical influence. The **fear of AQIM** (Al-Qaida in the Islamic Maghreb) penetration into Burkina Faso from Mali and Niger, where it already operates, is a potential source of instability and insecurity for Burkina Faso. There are widespread arms and drugs trafficking in the region conducted by transnational criminal and terrorist networks. As a result of the 2011 conflict in Libya, including the looting of stockpiles of weapons, there is a risk that not only small arms but also heavier and specialised weapons have reached terrorist organisations like AQIM and different rebel groups, which have already further destabilized the Sahel-region.

Being located in the heart of West Africa at the doorstep to the Sahara desert, Burkina Faso is a country with **limited access to natural resources** in general and water resources in particular. **Agriculture**, which is dependent on fertile soil and availability of **water**, provides a key element of the basic daily living for more than 80 pct. of the population. The available data does not support evidence of increased water scarcity because of climate change, but

more climate variability with floods and droughts seems to be a reality as is increased water scarcity due to the rapid population growth. Strong and innovative strategies to achieve not only growth, but **green and sustainable growth**, are therefore crucial challenges for Burkina Faso.

Gender equality in general – and violence against women and children in particular – represent major concerns in Burkina Faso. As a consequence, gender equality is high on the agenda of the national strategy for accelerated growth and sustainable development (SCADD, 2011–2015). Inequality between women and men are manifest in terms of unequal rights, duties (e.g. girls have to make more household tasks than boys), opportunities, and privileges. Women’s access to sexual and reproductive services particularly contraceptives is limited by poor coverage of health facilities, adverse reactions from families and cost issues. This leads to high maternal mortality, illegal abortions and high birth rates. Female genital mutilation, beatings, early and forced marriages, rape and sexual harassment constitute some of the most serious violations of the basic rights of girls and women. The national gender policy of Burkina Faso, adopted in 2009, aims to reduce gender inequality at all levels of society.

Even though Burkina Faso in general is on an encouraging development path, it would be unwise to ignore **a number of economic, social, political and environmental risks**, which could potentially

jeopardize continued democratisation, growth and development or could hamper Danish co-operation with the country.

Among these the following are essential to monitor: Severe income disparity between rural and urban areas, widespread youth unemployment, unsustainable management of water resources, continued food insecurity, high volatility in prices of energy and agricultural products, a further worsening of the crisis in Mali and failure of diplomatic conflict resolution in the Sahel at large. **Government risk management** to be monitored by Denmark would need to address the following elements:

- i. Reduction of poverty by ensuring an inclusive growth and remaining focused on reaching the Millennium Development Goals by 2015.
- ii. Consolidation of the management of the public sector with a clear focus on strengthening the principles of human rights, good democratic, political and economic management, and a continued fight against corruption and fraud.
- iii. Diversification of the drivers of growth and increased agricultural production of stable food products.
- iv. Development of strong and green strategies for sustainable management of land and water resources.
- v. Initiatives targeting the problems of the youth (including unemployment) and gender inequality.

vi. Engagement in a two-pronged strategy of creating both development and stability in the West African region.

Although there are significant risks facing Burkina Faso, the situation also presents a time of great opportunity for Denmark to support the country in a number of areas that are critical to the future development of Burkina Faso and the Sahel region and where there is presently a momentum for change.

KEY LESSONS LEARNED MOTIVATING THE POLICY PAPER

Poverty reduction, economic growth and employment

Poverty. Evidence shows that solid economic growth has been eroded by high population growth and 46 pct. are still classified as poor. There are three main sources of poverty. Large segments of the population are very vulnerable to environmental (drought) or political (e.g. conflicts in neighbouring countries) shocks. Secondly the number of unemployed is high and entrance to the labour market is difficult. Finally a number of chronic poor particularly female headed households have no access to resources or employment.

Agriculture and food security. In order to radically change and rationalise the agricultural sector, which is still characterized by extensive low-yielding subsistence-oriented small-scale farming (agricultural production only covers 50–60 pct. of food security at the household level), lessons learned point to a paradigm shift in the years to come with an increased focus on agricultural productivity, private sector involvement, and growth layer development.

Water and sustainable (green) development. Burkina Faso will most likely meet the Millennium Development Goal of 89 pct. coverage for access to clean drinking water by 2015 in urban area. Remedial actions will be required in order to achieve the 2015 goal (76 pct.) in rural area. An important lesson learned is that green and sustainable management of water resources must be strengthened in order to increase the agricultural production. Furthermore, following an era of a strong focus on strengthening the legal framework and capacity development within sustainable water management, Burkina Faso has paved the way for direct interventions in the five river basins of the country. Innovative approaches to sanitation are still to be put into practice.

Gender equality. Important results have been achieved in terms of an increase in girls' access to primary education and women's role in the economic sectors. Lessons learned underline a strong demand to further improvements in terms of involving women as well as men in combatting the barriers to gender equality, including: high prevalence among women of illiteracy, violence against women, resistance among husbands towards allowing their wives to participate in non-household-related activities, female genital mutilation, forced and early marriages, limited access to sexual and reproductive health services, feminisation of the hiv/aids, etc.

Rights-based and inclusive governance framework

Framework for general budget support. Burkina Faso has harvested a number of important lessons learned in the field of public sector management reforms, which have made it a country eligible for general budget support by numerous multilateral and bilateral donors. Since 2001, Burkina Faso has been classified among the best performers in Africa in terms of management of its public spending. In a forward looking perspective, lessons learned highlight that attention should be paid to: a continued fight against corruption and fraud, transparency in the re-investments of the revenue related to a booming mining sector, and a reduction in the annual demographic growth rate of 3.1 pct., which could strengthen economic growth and facilitate management of public expenditures. General budget support provides a useful framework for a continuous dialogue with government on public financial management and agreed development targets.

Social unrest in 2011. The most important lesson learned from the social unrest in 2011 includes a clear and strong pressure for maintaining and strengthening an inclusive governance framework. Although that a Consultative Council on Political Reforms

(CCRP) has been established as an ambitious, and so-far successful, effort to help restore social peace, members of the opposition and civil society groups remain sceptical and push for further political, legal and democratic reforms. Since 2010 members of the opposition and civil society groups have tried, and also succeeded, in avoiding a suggested adjustment of the Article 37 of the Constitution – an article, which presently limits an elected President to only one re-election.

Conflict, security and regional development. Progress in Burkina Faso is closely linked to developments in the broader West African region. Burkina Faso has over the past ten years played an active role within the African Union and the regional organisation ECOWAS in supporting stability and peaceful solutions to regional conflicts. Lessons learned, not only from Burkina Faso – but also at an international level, stress that achieving the overall objectives of the national strategy for accelerated growth and sustainable development (SCADD) depend upon peace and stability in Burkina Faso – as well as in the neighbouring countries.

PART 2

THE PARTNERSHIP POLICY

The partnership policy for 2013–2018 is a response to the challenges, opportunities and risks of Burkina Faso. The **overall objectives** for Denmark’s partnership with Burkina Faso are threefold:

- Contribute to **poverty reduction** with a focus on inclusive growth, sustainable development, and gender equality while paying special attention to vulnerable groups.
- Contribute to the creation of a stronger **rights-based and inclusive governance framework**, paying special attention to human rights – in particular the rights of women, accountability mechanisms, and wide-ranging participation.
- Contribute to **economic growth and employment**, paying special attention to employment for youth and women, to green growth and improved land and water resources management, and to reinforced small- and medium scale enterprises for transformation of agricultural products.

The objectives are interlinked. An inclusive governance framework is crucial for poverty reduction, economic growth and reinforced security. Similarly, economic progress is a decisive condition for eradicating poverty and for consolidating social, economic, and political stability.

To achieve the objectives, the partnership will centre on 4 **strategic focus areas**, which respond to the needs and challenges as outlined in the: “Burkina Faso Strategy for Accelerated Growth and

Sustainable Development”, the SCADD 2011–2015, and in Part One above.

Denmark has a number of interconnected **instruments** at its disposal, in particular policy dialogue, diplomacy, development cooperation, and commercial and business instruments. All of these instruments are important, and the links between the objectives, the instruments, and the strategic focus areas are visualised in the model below:

THE 4 STRATEGIC FOCUS AREAS ARE:

- **Democratisation human rights and governance** – because consolidated democratic institutions, human rights, public financial management, a transparent and results oriented budget process and the fight against corruption contribute to inclusive growth, social safety, increased stability, and anti-radicalisation in the West African region.
- **Stability and security** – because Burkina Faso is situated in an unstable region where external conflicts may spill over and aggravate its own domestic, social and political tensions; because a peaceful and stable Burkina Faso is crucial for peace and stability in the entire region.
- **Agriculture sector led employment and green growth** – because 80 pct. of the population depend on agriculture for a living; because Burkina Faso is a resource constrained country that depends on sustainable management of energy-, land-, and water resources because agriculture and green growth have good potentials for improved productivity, diversification, and poverty reduction, including for the poorest, the youth and for women.
- **Gender equality** – because the rights of women need to be made equal to the rights of men in order to harvest the huge development potential – not only for the women of Burkina Faso, but also for the benefit of the economic development of the country.

OBJECTIVES, INSTRUMENTS AND STRATEGIC FOCUS AREAS OF DANISH INVOLVEMENT IN BURKINA FASO

Objectives

Poverty reduction
Rights-based and inclusive governance framework
Economic growth and employment for especially youth and women

Instruments

Policy dialogue and diplomacy

Development cooperation

Commercial and business instruments

Strategic focus areas

Democracy, human rights and governance
Stability and security
Agriculture sector led employment and green growth
Gender equality

DENMARK'S COLLABORATION WITH BURKINA FASO WILL BE GUIDED BY THE FOLLOWING FOUR PRINCIPLES:

1. Partnership. Based on a strong partnership with the government of Burkina Faso, the private sector, civil society organisations, and other development partners (bilateral and multilateral) Denmark endeavours to respond to the needs and challenges as outlined in the poverty reduction strategy of Burkina Faso – the strategy for accelerated growth and sustainable development (SCADD, 2011–2015).

2. Rights based approaches. Denmark strives to contribute to empowerment of citizens and civil society to claim their legitimate rights, voice their concerns, and gain influence in decision making processes in all areas of society.

3. Effectiveness. In line with the effectiveness principles of the Paris Declaration, Accra Agenda for Action

and the Busan Declaration, Denmark will continue to promote more aligned aid modalities like general budget support, sector budget support, joint assistance strategies, joint programming, basket funds, etc.

4. Regional and global outlook. Foreign affairs and security issues will, first and foremost, be implemented in the framework of the EU External Action Service. Through political dialogue, Denmark will aim at strengthening joint DK-EU-BF values. Denmark will stress that cooperation on national, regional and global issues are highly complementary intervention areas, and that interventions in favour of Burkina Faso's development cannot be seen in isolation from the regional and global context.

PART 3

STRATEGIC FOCUS AREAS

3.1 DEMOCRACY, HUMAN RIGHTS AND GOVERNANCE

Denmark will encourage the building of resilient public institutions and support to civil society organisations in order to promote democracy, human rights and the rule of law as important elements in ensuring stability and good governance. Danish contribution to human rights promotion will feature prominently in discussions with partner institutions. In addition to supporting strengthening of the state' capacity to promote and protect human rights, support for access

to credible and efficient justice will be reinforced. Denmark will contribute to giving civil society "a voice" and promoting domestic accountability through support to civil society organisations working with various types of advocacy, including the promotion of public financial management transparency, social safety nets, and the fight against corruption. Decentralisation will be supported through reforms in the sectors of cooperation, including water, agriculture, education and good governance and support for delivery of key services.

By providing a significant level of budget support Denmark makes available resources for the Government to implement its own development strategy and by combining this with support for governance and strengthening of civil society strengthens the country's capacity to implement this strategy in an open and effective manner.

THROUGH ALL OF ITS INSTRUMENTS AND PARTNERSHIPS, DENMARK WILL WORK TO CONTRIBUTE TO THE FOLLOWING RESULTS:

- Rights-based approaches and social safety nets are promoted and recognized as an element of political reforms.
- The awareness of, respect for, and protection of human rights, democratic and justice institutions in Burkina Faso is bolstered.
- Civil society is strengthened and better able to take on an active role in consolidating the democracy and the fight against corruption in Burkina Faso.
- The demand as well as the supply side of the on-going decentralisation process is strengthened and decentralisation and inclusive participation is both deepened and expanded.

Indicators: Protection and promotion of human rights, democratic processes and decentralisation is improved through Danish support to state institutions as well as to civil society organisations. An advisory service for civil society organisations is created, with a mandate to facilitate networking, funding and training of civil society organisations.

3.2 STABILITY AND SECURITY

Denmark will stimulate the evidence-base needed, e.g. in the form of studies, for a successful implementation of the EU-Sahel strategy on security and development. This includes promoting that activities carried out in Burkina Faso under the EU-Sahel strategy have African ownership and are, for the most part, African-led. Denmark will work for this within the EU and through its contacts with both national governments and regional organisations such as ECOWAS.

Complementary to the EU-Sahel strategy Denmark will implement its bilateral Sahel Initiative and further strengthen its engagement in the region in terms of conflict resolution, security sector reform and prevention of extremism and radicalisation.

Furthermore through its support for economic development and provision of key social services in fragile and potentially insecure areas Denmark will help reduce social tension.

THROUGH ALL OF ITS INSTRUMENTS AND PARTNERSHIPS, DENMARK WILL WORK TO CONTRIBUTE TO THE FOLLOWING RESULTS:

- An African led process successfully pursues the EU-Sahel strategy objective of security and development, i.e. countering radicalization and recruitment for crime and terrorist networks in Burkina Faso.
- Implementation of the Danish Sahel initiative in co-operation with the countries of the region and regional organisations.
- Increased stability and security in Burkina Faso through security sector reforms and prevention of extremism and radicalisation.

Indicators: Follow-up on the recommendations of a Danish supported Human

Rights and Security study conducted in the Sahel-region of Burkina Faso providing:

- a. Information on security threats and the effects on the promotion and protection of human rights in these areas.
- b. Recommendations regarding the peace and stability, security, and development situation. Coalition of security experts and police training sustained. Support to minimum 5 civil society organisations to raise awareness around security, conflict resolution mechanism and wider governance and development issues of importance to ensure stability.

3.3 AGRICULTURE SECTOR LED EMPLOYMENT AND GREEN GROWTH

Denmark will strengthen an agricultural sector led employment and growth by boosting the growth potential at strategic levels in the sector. Based on the value chain approach, Denmark will strengthen inclusive growth and employment, by helping promote value-adding and job-creating private sector growth, as well as encouraging partnership between Danish and Burkinabe enterprises.

Within the National Plan for Rural Development in Burkina Faso and within five selected value chains (maize, cow peas, meat/livestock, shea nuts and Gum Arabica), Denmark will contribute to:

- i. strengthening of private sector operators – including consolidation of the enabling environment for private sector growth, support to private sector advisory services, technical assistance, credit, and support to a better organisation of producers and transformers in order for them to have an increased influence on their living and working conditions.

- ii. strategic investments in public sector infrastructure and framework conditions – including investments in the enabling environment for doing business, and support at policy level to the National Plan for Rural Development. Criteria used for identifying the selected value chains include: food security, poverty reduction in some of the most poverty and security fragile regions, increased employment opportunities for women, youth, poor small-scale farmers, and increased possibilities for implementation of green growth technologies.

Denmark will stimulate inclusive green growth through encouraging mainstreaming of environment- and climate change issues. The assistance will include attention paid to the macroeconomic case of green growth, direct investments in systems to measure (also in monetary terms) environmental impacts, as well as support to financial incentives to encourage green growth and discourage harmful activities. Denmark will within its support to the water and sanitation sector finance integrated water resource management. A key element will be to encourage

development and deployment of new and existing water-saving technologies in order to secure water resources for both drinking water purposes and productive uses more effectively. Integrated water resources management will also provide the tools to ensure efficient management of water resources in light of increased rainfall variability and rapidly worsening pollution from the mining sector.

Denmark will strengthen the synergies between development cooperation and commercial investments in Burkina Faso. The commercial relations between Denmark and Burkina Faso have so far been relatively limited, but training and technology transfer for green growth in Burkina Faso within areas like renewable energy, water management, livestock management, climate change adaptation, agriculture and agro-industries are potential up-coming commercial markets that Denmark is well placed to enter.

**THROUGH ALL OF ITS INSTRUMENTS AND PARTNERSHIPS,
DENMARK WILL WORK TO CONTRIBUTE TO THE FOLLOWING RESULTS:**

- Stimulation of sustainable growth and employment in the agricultural sector through strengthening of 5 key agricultural value chains – including special focus on the Northern regions to provide development opportunities and thereby bolster defence against AQIM infiltration. The identified value chains include: maize, cow peas, meat/livestock, shea nuts and Gum Arabica.
- Improved enabling environment for rural entrepreneurship especially in the “growth-layer” consisting of small- and medium scale private sector enterprises.
- Establishment of public sector infrastructure and market access for produce from poor small-scale farmers and women farmers in particular.
- A strong green growth element in the implementation of the national strategy for accelerated growth and sustainable development (SCADD) at all levels from, i.e. macro-economic policy dialogue to green growth elements in education programmes.
- Improved integrated water resource management in the five water basins of Burkina Faso and introduction of innovative water-saving technologies.
- Increased use of green approaches and technologies in the priority sectors for Danish support: Agriculture and water.
- Establishment of a network between Danish and Burkina Faso based companies specialised in green technologies.

Indicators: Five key value chains are boosted through private investments in production, through processing and commercialisation of agricultural products, public investments in relevant infrastructure and enabling business frameworks. Approx. 10,000 enterprises will benefit from advisory services. At least 200 communal facilities will be financed, such as marked places, vaccination centres, pastoral zones, livestock passages, irrigation schemes, watering facility for livestock, rural access roads, etc.

Water and energy saving technologies financed under the Danish supported water and the agriculture sector programmes. Payment system for raw water abstraction implemented and payments regularly collected for major user groups i.e. agriculture and mining. Continued extension of water supply and sanitation facilities through local authorities according to the national strategies of Burkina Faso.

3.4 GENDER EQUALITY

Denmark will support gender equality – including attention paid to the role of women as well as men, through:

- a. The promotion of gender equality mainstreaming at all levels of government and civil society actions with special attention paid to violence against women.
- b. Support to targeted policy interventions of the government of Burkina Faso's in terms of: promotion of

education for girls and women; strengthening of women's rights; establishment of a national fund for female entrepreneurs; improving women's access to productive resources (including access to land); and adoption of economic policies and strategies to improve the livelihoods of the poorest women in Burkina Faso.

- c. Strengthening of non-governmental interventions, including support to civil society organisations promoting the rights of women and gender equality.

Targeted support will be given to public and civil society organisations which work to eradicate violence against women and Female Genital Mutilation.

Through its support to agricultural sector led employment and growth, Denmark will target agriculture value-chains in which women are especially active and which provide opportunities for increasing revenue for women. Through support to the water and sanitation sector, Denmark will promote women's access to water for household and productive use, and women's participation in decisions concerning water resource management.

THROUGH ALL OF ITS INSTRUMENTS AND PARTNERSHIPS, DENMARK WILL WORK TO CONTRIBUTE TO THE FOLLOWING RESULTS:

- Reduced all forms of violence against women including early marriages, forced marriages, rape and sexual harassment.
- Efficient and coordinated support to the implementation of the National Gender Policy.
- Improved access for women to land, revenue, employment, productive resources, sexual and reproductive health services and respect for their rights.
- Strengthened civil society role in changing practices and beliefs that lead to gender inequality.
- Decrease in the percentage of girls and young women subjected to Female Genital Mutilation.

Indicators: At least ten (10) Civil Society Organisations are each year benefiting from support under a joint donor banded fund to implement projects and programmes aiming at reducing gender inequalities and violence against women such as Female Genital Mutilation, rape and forced marriages. Increased access to sexual and reproductive health services and increased use of contraceptives. Income generating activities created for 10,000 women within the selected agricultural value chains under the Danish support to the agricultural sector.

PART 4 SYNERGY BETWEEN INSTRUMENTS (CASES)

Development cooperation including humanitarian assistance represents by far the largest area of cooperation between Denmark and Burkina Faso. Based on a demand from the government of Burkina Faso, Denmark endeavours to be an engaged partner with Burkina Faso not

only in the area of development cooperation, but also in the areas of foreign affairs (first and foremost within the framework of the EU External Action Service) and commercial collaboration. An improved synergy between the development cooperation, foreign affairs, and commer-

cial collaboration is expected to contribute to finding innovative solutions to challenges in the areas of agriculture, water, health, education, green growth, climate change and many more areas in which innovative solutions are urgently needed in Burkina Faso.

CASE

Foreign affairs, human rights and development assistance in Burkina Faso

The EU-Sahel strategy for Security and Development drafted by the EU External Action Service provides a framework for carrying out studies on how to consolidate the rule of law and development initiatives in areas affected by security threats of terrorist organisations. Over the past couple of years the security situation in Northern Burkina Faso has deteriorated due to the presence of terrorist groups such as Al-Qaeda in Islamic Maghreb (AQIM) in the neighbouring countries Mali and Niger.

The objectives of a study carried out in close collaboration between the government of Burkina Faso, the Danish Institute of Human Rights, and the Danish Embassy in Ouagadougou are to: analyse the security threat in Northern Burkina Faso including the connection with AQIM and organised crime; analyse the status of the 'rule of law'; analyse the populations' perception of human rights – especially in relation to justice and civil and political rights; and to formulate recommendations on how to improve the rule of law taking into account a holistic approach to security and development. As a key development partner within the area of human rights in Burkina Faso, Denmark will participate in the follow up to the study in close cooperation with all relevant stakeholders.

The synergy between the foreign affairs, security policy, human rights activities and development cooperation is expected to provide strategic insights into how best to engage in a two-pronged and multi-level (national, regional, and international) strategy of creating both development and stability in the West African region.

CASE

Commercial collaboration, development assistance and a public-private partnership between Aarhus-Karlshamn Denmark A/S and the government of Burkina Faso

Aarhus-Karlshamn Denmark (AAK) imports shea nuts from Burkina Faso for their production of vegetarian oils – a product utilised by international companies, including l'Oreal, just to mention one of many. With a view to increasing quality and quantity of shea nuts from Burkina Faso, AAK has over the past 3 years build a CSR-based model for organising women groups in three regions in Western Burkina Faso. To offer incentives for collecting and introducing new ways of treating the nuts, the women groups are offered pre-harvest advance payments on a contracted quantity of nuts, and post-harvest additional bonuses for quality treatment. AAK provides the women with training in both nut collection and treatment. With a view of scaling up the model considerably AAK and the Government of Burkina Faso are working together to establish one of the first public-private partnership in Burkina Faso. The first mile stone is involvement of 30,000 women by 2013. The shea nut represents the third largest agricultural export product from Burkina Faso presently amounting to export of 50–70 kiloton shea nuts per year. The Danish Embassy in Ouagadougou and the Danish Export Council have provided commercial assistance to AAK during the formulation of the public-private partnership. As a key development partner for agricultural development in Burkina Faso, Denmark will provide support to the development of the shea nut value chain – to private Burkinabe operators as well as to public investments needed for the development of the shea nut production and export. The synergy between the commercial collaboration and the development cooperation is expected to go a long way in harvesting the potential of the shea nut production in Burkina Faso – allowing the shea nuts to be for Burkina Faso what cocoa is for its neighbouring countries Ghana and the Ivory Coast.

ANNEX 1

KEY ECONOMIC DATA

KEY ECONOMIC DATA	UNIT		SOURCE
Area	km ²	274,200	WDR
Population (2010)	Million	16.4	WDR
GNI per capita (2010)	USD	550	WDR
Annual economic growth (GDP) (2010)	%	4.2	WDR
Ease of doing business (2011)	Rank	151	DB
Foreign Direct Investments (2010)	USD millions	171	WDF
Economic sectors: Value added (% of GDP)			WDR
Agriculture (2009)	%	31	
Industry (2009)	%	23	
Services (2009)	%	46	
Development assistance per capita (2009)	USD	18.9	WDR
Foreign debt (2009)			WDF
Total foreign debt (EDT)	USD millions	1,835	
– of which, multilateral debt	USD millions	1,402	
KEY SOCIAL DATA	UNIT		SOURCE
Population growth (annual average) (2009)	%	3.1	WDR
Life expectancy (2010)	Years	54	WDR
Infant mortality (number of deaths per 1000 births during the first year) (2010)		176	WDR
Access to clean drinking water (percentage without access) (2008)	%	24	HDR
Number of doctors (per 100,000 inhabitants) (2009)		10	HDR
People btw. 15–49 years living with HIV (2009)	%	1.2	UNAIDS
Adult literacy rate (2007)	%	29	WDR
Primary education (percentage of children of school age) (2010)	%	79	WDR
Girls in primary education (percentage of girls of school age) (2009)	%	60.5	UN MDG data
Military expenditure (percentage of GDP) (2009)	%	1.3	WDR

ANNEX 2

DENMARK'S DEVELOPMENT ACTIVITIES IN BURKINA FASO

General Budget Support

Denmark has provided general budget support to the implementation of Burkina Faso's Poverty Reduction Strategy (PRS) since 2005. The 2008–2012 programme has an overall budget of 275 million DKK, of which 225 million DKK is earmarked for general budget support in two annual tranches: An 80 pct. tranche based on an evaluation of the macroeconomic situation, of general improvement in the implementation of the PRS and of public finance management reforms; and a 20 pct. tranche linked specifically to improvement on one or more indicators for the fight against corruption. The programme also supports public finance management reforms and “watchdog” civil society organisations that are fighting corruption and promoting budget transparency. A new macroeconomic programme for 2012–15 has been approved with a total budget of 230 million DKK where 213 million DKK will be provided in general budget support. This new programme continues to support the “watchdog” civil society organisations as well as promotes green growth in national and local development strategies.

Support to Good Governance

Denmark has supported good governance activities in Burkina Faso through a number of years; as of 2008 in a larger programme. The Programme has a budget of 130 million DKK (2008–2013) and supports public institutions and civil society organisations working with decentralisation, human rights, democracy, and gender equality. A new programme for support to good governance will be elaborated in 2012–13.

Support to the Agricultural sector

Denmark has supported the agricultural sector since 1992 and the first sector programme was started in 2000. In recent years, the focus in the Danish cooperation has shifted towards the private sector, however with a continued focus on supporting the development of a national agriculture sector programme and with support for public sector infrastructure. The 2006–2013 programme of 285 million DKK is replaced by a new programme in 2013 with a budget of 380 million DKK over a five year period (2013–2018). The new programme will seek to create economic growth through a strengthening of the productivity and competitiveness for very small, small and medium sized enterprises within selected value chains through a) strengthened advisory services, improved access to credit and strengthening of interest

organisations, and b) improved juridical and political framework conditions as well as the development of public infrastructure beneficial for the selected value chains.

Support to the Water and Sanitation sector

The current support for water and sanitation is the largest of the Danish sector programmes in Burkina Faso with 450 million DKK over a six year period from 2010–2015. Denmark provides sector budget support for the national programme for water and sanitation as well as technical assistance to the ministry in charge of the provision of water and sanitation. Denmark also supports the establishment of an integrated water resource management system – through a basket fund in collaboration with other development partners. Water committees are being established in the five water basins of Burkina Faso with the objective of preparing sustainable and effective water sharing plans for water users.

Support to the Education sector

The education sector in Burkina Faso has formed part of the Danish country programme since 2004. The bilateral assistance to the sector is, however, currently being phased out in order to be replaced by an increased Danish support to multilateral institutions working with education. Denmark supports primary education and alphabetisation through basket funds with other development partners. Denmark also supports the elaboration of innovative vocational training methods that seek to provide a better link between the private sector needs and the design of the training system. The phasing out programme is for 2010–2014 with a budget of 75 million DKK.

Other Support

Denmark supports business partnerships between Danish and Burkinabe businesses through commercial instruments and the Danida Business Partnership Programme. Culture programmes and cultural exchange between Burkina Faso and Denmark are also supported. Denmark supports the fight against HIV/AIDS in Burkina Faso within a programme of 70 million DKK (2007–2012). Through the Local Grant Authority, the Danish Embassy in Burkina Faso is also capable of responding quickly to emerging needs – whether these are needs in connection with a crisis situation or innovative activities that need to be piloted before other larger programmes can pick up where the pilot projects stop.

ANNEX 3

THE BURKINA FASO STRATEGY FOR ACCELERATED GROWTH AND SUSTAINABLE DEVELOPMENT

The Poverty Reduction Strategy (PRS) of Burkina Faso, the Strategy for accelerated growth and sustainable development (Stratégie de croissance accélérée et de développement durable, SCADD, 2011–2015) focuses on four pillars:

1. Accelerated growth through growth poles, employment creation, strengthening of small and medium scale enterprises, the agricultural sector and agribusinesses, investment climate, mines, and infrastructure (water, roads, energy, etc.). The approach implies that accelerated growth and greater poverty reduction through an increase in public investment should have stronger links to the rural economy – given the prevalence of poverty in rural areas.
2. Investment in human development – including a focus on continued expansion in primary education as well as a coordinated expansion of secondary and vocational education, quality improvement of the health and education systems, employment in general and youth employment in particular, and focus on further social inclusion and equity.

3. Reinforcement of the political, economic and local good governance – with an emphasis on continuing to develop robust internal and external controls to curb corruption and ensure accountability of public institutions, justice sector reforms, and continued progress in implementing conformity measures for the Extractive Industry Transparency Initiative (EITI) principles. Decentralisation and the transfer of competences to the decentralised level is another focus area of the strategy.
4. Integration of cross-cutting issues, especially gender equality, but also natural resource management and demography.

Monitoring and policy dialogue of the SCADD takes its point of departure at sector level, where programmes are monitored and progress is reported on, feeding into an overall joint national policy dialogue. The framework for the dialogue at the overall level is based on a performance matrix with inputs from all sectors. The performance matrix is being evaluated and up-dated every year and provides an important element in the assessment

of progress for management and disbursements of both general budget support and sector budget support. A development partner Troika coordinates the general dialogue with the government from the development partner side. The Troika also provides the framework for coordination between the government of Burkina Faso and the development partners providing general budget support.

The overall objective of the SCADD is to achieve the MDGs. However, given the reality on the ground and the progress made so far, a number of SCADD objectives are less ambitious than the MDG objectives, especially in the areas of eradicating extreme poverty, reducing maternal mortality and ensuring quality in the education system. In the area of access to water and access to education, the SCADD objectives are identical to the MDG objectives reflecting that Burkina Faso is more likely to be able to meet these MDG objectives than others.

See annex 4 for an overview of MDG and SCADD indicators.

ANNEX 4 PROGRESS TOWARDS THE MDGS IN BURKINA FASO

MDG indicators	Previous level	Current level	MDG objectives 2015	SCADD objectives 2015	Likely, potentially likely or unlikely to meet MDG goals
GOAL 1 ERADICATE EXTREME POVERTY AND HUNGER					
Proportion of population below poverty line	46.4 % (2003)	43.9 % (estimate 2009)	22.25 %	Less than 35 %	Unlikely
Proportion of population that does not get minimum calories needed	32.8 % (2006)	NA	13 %	23%	Unlikely
GOAL 2 ACHIEVE UNIVERSAL PRIMARY EDUCATION					
Access to school	44 % (2000)	79% (2011)	100%	100%	Potentially likely
Primary school completion rate	27 % (2000)	52 % (2010)	100 %	75 %	Unlikely
Literacy rate of 15–24 year-olds, women and men	29 % (UNDP estimate 2000)	39.3 % (2007)	60 %	60 %	Unlikely
GOAL 3 PROMOTE GENDER EQUALITY AND EMPOWERMENT OF WOMEN					
Proportion of seats in national parliament occupied by women		12.7% (2009)	50%	33%	Unlikely
GOAL 4 REDUCE CHILD MORTALITY					
Mortality rate for children under 5 years old	142 (2006)	134 (2010)	62	53	Unlikely

MDG indicators	Previous level	Current level	MDG objectives 2015	SCADD objectives 2015	Likely, potentially likely or unlikely to meet MDG goals
GOAL 5 IMPROVE MATERNAL HEALTH					
Maternal mortality ratio	484 (2000)	260 (WDR 2008)	142	177	Unlikely
Proportion of births attended by skilled health personnel	36 % (2000)	70 % (2009)	100 %	85 %	Unlikely
GOAL 6 COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES					
HIV/Aids prevalence in population 15–24 years old		1.30% (2008)	0.77 %	1.12 %	Potentially likely
GOAL 7 ENSURE ENVIRONMENTAL SUSTAINABILITY					
Access to water in rural areas and in urban areas		2009: 55 % and (72 %)	76% (87%)	76% (89%)	Potentially likely

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