



# Evaluation of Burkina Faso's National Climate Change Adaptation Plan (NAP) 2015-2020:

Final report

June 2021



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This report is the result of a joint initiative between Burkina Faso's Ministry of Environment, Green Economy and Climate Change and the NAP Global Network.

### About the NAP Global Network

The NAP Global Network was established in 2014 to support developing countries in advancing their NAP processes and to help accelerate climate change adaptation efforts around the world. To this end, the Network facilitates sustained learning and exchanges among countries of the South, supports national efforts to develop and implement National Adaptation Plans (NAPs), and strengthens bilateral support for adaptation and climate-sensitive sectors by coordinating donor contributions. The Network comprises representatives from over 140 countries involved in the development and implementation of NAPs, together with 11 bilateral donors. Its activities are supported financially by Austria, Canada, Germany, the United Kingdom, and the United States. Its Secretariat is hosted by the International Institute for Sustainable Development (IISD). For more information, please visit [www.napglobalnetwork.org](http://www.napglobalnetwork.org).



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# Executive Summary

Burkina Faso adopted its National Climate Change Adaptation Plan (NAP) on 23 September 2015. The NAP is the national framework for reducing the country's vulnerability to climate change. The NAP's vision is to make Burkina Faso a country that "manages its social and economic development more effectively through the implementation of planning mechanisms and measures that take into account resilience and adaptation to climate change by 2050."

This evaluation, carried out by Burkina Faso with the support of the NAP Global Network through the International Institute for Sustainable Development (IISD), covers the period 2015–2020. It was conducted in a participatory manner with actors in sectors that are involved in the NAP through an administrative decision that established a team for the evaluation known as the "Technical Working Group."

The country has chosen an approach that evaluates the implementation of actions in the NAP's five strategic areas: (1) long-term capacity building of institutional frameworks involved in climate change adaptation, (2) strengthening climate information systems, (3) implementing effective and sustainable financial mechanisms, (4) reducing the country's overall vulnerability to climate change, and (5) systematically integrating climate change adaptation into development policies and strategies.

Each strategic area comprises specific objectives to facilitate its effectiveness.

**Table A1. Strategic area objectives**

Strategic area	Specific objectives (SOs)
Strategic area 1	SO1: Increase the technical, human, and financial capacity of the Permanent Secretariat of the National Council for the Environment and Sustainable Development (SP/CONEDD). SO2: Strengthen the capacities of institutional frameworks involved in managing climate change adaptation.
Strategic area 2	SO1: Improve the knowledge of climate change adaptation. SO2: Operationalise the existing early warning system. SO3: Develop a culture of resilience and adaptation to climate change among the general public.
Strategic area 3	SO1: Strengthen Burkina Faso's capacity and leadership to mobilise financial resources with which to cover climate change adaptation needs. SO2: Ensure sustainable financing for climate change adaptation in Burkina Faso.
Strategic area 4	SO1: Reduce the structural vulnerability of populations and areas at risk. SO2: Increase the integration of social and environmental risk reduction into development policies, projects, and programmes.



Strategic area	Specific objectives (SOs)
Strategic area 5	SO1: Develop a reflex for taking climate change adaptation into account among those responsible for studies and planning. SO2: Improve the knowledge of climate change phenomena among policy-makers.

Source: Consultant, based on NAP data (Ministry of Environment and Fishery Resources, Burkina Faso, 2015).

A summary of the extent to which the strategic area objectives have been achieved is given in the following matrix.

**Table A2. Summary of the level of achievement of the strategic area objectives**

Strategic area	Specific objectives (SOs)	Actions planned	Completed		In progress		Not commenced	
Strategic area 1	SO 1, 2	14	13	93%	0	0%	1	7%
Strategic area 2	SO 1, 2, 3	32	6	19%	12	38%	14	44%
Strategic area 3	SO 1, 2	9	5	56%	2	22%	2	22%
Strategic area 4	SO 1, 2	76	26	34%	23	30%	27	36%
Strategic area 5	SO 1, 2	12	4	33%	5	42%	3	25%
<b>Overall</b>	<b>11</b>	<b>143</b>	<b>54</b>	<b>38%</b>	<b>42</b>	<b>29%</b>	<b>47</b>	<b>33%</b>

Source: Consultant, based on sectoral data.

Table A2 shows that out of 143 planned actions, 96 have been completed or are in progress, an implementation rate of 67%, compared to 47 actions that have not yet commenced (33%). Of the 67% of actions commenced, 38% have been completed, and 29% are in progress.

One major concern for this evaluation was to obtain information regarding the physical completion of the NAP actions. The following table shows the level of completion of the actions, by sector.

**Table A3. Summary of achievement of objectives by sector**

No.	Sector	Number of actions	Rate of completion of planned actions by sector	Share of actions completed by sector
1	Health	22	57%	15%
2	Energy	4	44%	11%
3	Environment and natural resources	25	39%	10%
4	Agriculture	19	87%	22%
5	Water	23	84%	21%
6	Livestock rearing	4	75%	19%
7	Housing and infrastructure	29	6%	2%
8	Civil society organisations	14	N/A	N/A
9	Women's organisations	3	0%	0%
<b>Overall</b>			<b>49%</b>	<b>100%</b>

Source: Consultant, based on sectoral data.

An analysis of the physical completion of actions gives an average rate of 49%, as opposed to 51% of actions not completed. These physical achievements include, for example, 40,371 producers trained in soil and water conservation/soil defence and restoration (SWC/SDR) management techniques, the construction of a photovoltaic solar power plant in Zagtoui with a peak capacity of 33 MW, 213,768 ha of degraded land recovered, 166 conservation areas created, 102,531,669 animals vaccinated, 5,409 housing units built, Meningococcal A vaccination for the 0–29 age group in the areas of Diapaga, Seba, and Gayéri, 10 dams built, 5,240 new wells drilled, and 1,060 market gardening and pastoral water points developed.

In addition, the evaluation by sector (see Section 3) shows that the cross-cutting gender and civil society sectors each have 0% of actions completed. This result seems to be explained by a lack of institutional leadership for NAP implementation in these sectors. The weaknesses identified and the achievements noted will enable important lessons to be drawn from this evaluation.

**The weaknesses include:** (i) a lack of knowledge of the NAP among some of the actors involved in its implementation, (ii) a lack of institutional accountability for the NAP's actions in relation to civil society and women's organisations, (iii) a lack of ownership of the NAP among sectoral actors, (iv) a failure to operationalise the institutional mechanism for monitoring and evaluating the NAP, (v) inadequate consideration of gender when monitoring the implementation of the NAP actions, and (vi) the negative impact of the country's security situation and of COVID-19 on NAP implementation. These impacts have resulted, among other things, in a drastic reduction in

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the financial resources allocated to fighting the adverse effects of climate change and a lack of access to some areas of the country to implement the NAP actions.

**Among the positive aspects are:** (i) the establishment of NAP and nationally determined contribution (NDC) focal points, which should eventually resolve the difficulty in monitoring actions at a sectoral level; (ii) the gradual inclusion of NAP-related actions in the activity programmes of certain ministerial departments; (iii) the development of an institutional capacity-building programme related to NAP implementation; and (iv) ongoing capacity building of actors on the NAP and NDC.

## Recommendations

The main recommendations to be taken into account in the implementation of the next NAP relate to the need for the Permanent Secretariat of the National Council for Sustainable Development (SP/CNDD), sectoral actors and supporting partners to:

1. Inform/raise awareness among stakeholders (public services, private sector, civil society) of NAP implementation and content.
2. Promote the revitalisation of a consultation framework among implementing actors and hold regular follow-up meetings.
3. Build the capacity of implementing actors to mobilise resources for NAP implementation.
4. Promote the accountability of NAP actions in relation to civil society and women's organisations in order to encourage their implementation.
5. Develop a strategy for the dissemination of the research results.
6. Ensure that the NAP is taken into account in all development frameworks.
7. Align the NAP with the Sustainable Development Goals.
8. Catalogue and create a database to facilitate the monitoring of all women's associations working on climate change and involve them in implementation.
9. Catalogue and create a database to facilitate the monitoring of civil society organisations working on climate change and involve them in implementation.
10. Strengthen the skills of women's organisations specifically.
11. Clearly define the actions and their short-, medium- and long-term targets in order to facilitate monitoring and evaluation.
12. Strengthen the skills of the NAP's focal points in order to facilitate the monitoring and reporting of their respective sector's NAP-related actions.
13. Develop and implement the NAP's Communication Plan.

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# Acronyms and Abbreviations

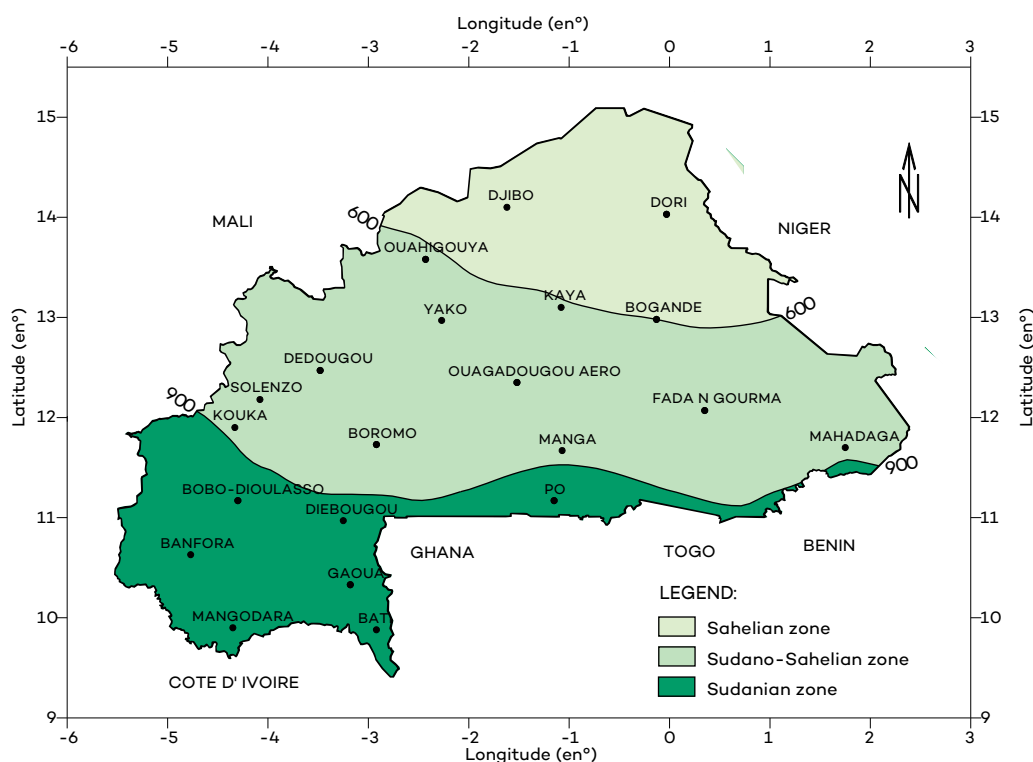
<b>CSO</b>	civil society organisation
<b>DGESS</b>	General Directorate of Sector Studies and Statistics
<b>INSD</b>	National Institute of Statistics and Demography
<b>LED</b>	light-emitting diode (LED)
<b>MW</b>	megawatt
<b>NAP</b>	National Climate Change Adaptation Plan
<b>NAPA</b>	National Programme of Action for Adaptation to Climate Variability and Change
<b>NDC</b>	nationally determined contribution
<b>NGO</b>	non-governmental organisation
<b>PAS-PNA</b>	Scientific Support Programme for National Climate Change Adaptation Plans
<b>SDR</b>	soil defence and restoration
<b>SWC</b>	soil and water conservation
<b>PNDES</b>	National Social and Economic Development Plan
<b>SDG</b>	Sustainable Development Goals
<b>SO</b>	strategic objective
<b>SONABEL</b>	National Electricity Company of Burkina Faso
<b>SP/CNDD</b>	Permanent Secretariat of the National Council for Sustainable Development
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change

# 1.0 Introduction

## 1.1 General Background

Located in the Sahelian zone in the heart of West Africa, Burkina Faso is a landlocked country covering an area of 274,200 km<sup>2</sup> with 21,382,659 inhabitants (Central Intelligence Agency, 2021). It is bordered to the north and west by Mali, to the north by Niger, to the west by Côte d'Ivoire, and to the south by Ghana, Benin, and Togo. The country is subdivided into three agro-climatic zones: the Sudanian zone, the Sudano-Sahelian zone, and the Sahelian zone.

**Figure 1.** Burkina Faso's climatic zones



Source: Ministry of Environment and Fishery Resources, 2015.

The adoption of the United Nations Framework Convention on Climate Change (UNFCCC) in 1992 provided an international legal basis for combating climate change. In accordance with Article 2, the ultimate goal of this convention, ratified by Burkina Faso on 2 September 1993, is to stabilise greenhouse gases at a level that will prevent any anthropogenic disruption of the climate system. To address the adverse effects of climate change, as a “least developed country,” Burkina Faso adopted a National Programme of Action for Adaptation to Climate Variability and Change (NAPA) on 19 November 2007. Implementation of the NAPA enabled, among other things, strong scientific output on the dynamics of climate parameters in the short, medium, and long

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terms on the current and future vulnerability of people's livelihoods, as well as on short-, medium- and long-term adaptation measures. The vulnerability studies conducted under the NAPA led to the development of Burkina Faso's National Climate Change Adaptation Plan (NAP).

The NAP, adopted on 23 September 2015, has the following vision: "For Burkina Faso to be managing its social and economic development more effectively through the implementation of planning mechanisms and measures that take into account resilience and adaptation to climate change by 2050" (Ministry of Environment and Fisheries Resources, 2015). To achieve this, a 15-year plan for a total of CFA 3,853.75 billion (USD 7.70 billion) was drawn up. The sectors identified as vulnerable to climate change following scientific studies undertaken in the context of producing the NAP were: agriculture, environment, livestock, energy, water, health, housing, and infrastructure. To address these vulnerabilities, the country developed eight sectoral adaptation plans for the following sectors: (i) agriculture, including water; (ii) livestock production; (iii) environment and natural resources; (iv) energy; (v) health; (vi) infrastructure and housing; (vii) women's associations; and (viii) civil society organisations (CSOs).

After five years of implementation, Burkina Faso has now undertaken this evaluation of its NAP with the technical and financial support of the NAP Global Network through the International Institute for Sustainable Development (IISD).

## 1.2 Objectives of the Evaluation

The aim is to evaluate the extent to which actions contained in the NAP have been implemented. This exercise does not, therefore, concern the impacts, for which specific studies could also be conducted. The overall objective of the 2015–2020 NAP evaluation is to raise the profile of the NAP process nationally and to understand what is enabling and what is hindering the implementation of priority actions in order to improve the quality of the process and the expected outcomes in the future. Specifically, the objectives are to:

- Develop and test an approach to producing this first implementation report for the NAP framework document.
- Re-engage the actors responsible for implementing the NAP.
- Draw the best lessons for NAP implementation from the 2015–2020 period.
- Provide data on the implementation status of the current NAP and make recommendations for the development and implementation of Burkina Faso's future NAP.

## 1.3 Difficulties and Limitations of the Study

Despite the tools set out in the NAP to facilitate the monitoring and evaluation of actions planned for each sector, many difficulties were encountered in this evaluation. The most significant difficulties that could affect the quality of this document are as follows:

- The inadequacy of the institutional mechanism for monitoring the NAP at the sectoral level, the direct consequence of which was a difficulty in collecting data.
- The lack of targets for the 2015–2020 period for some sectors.
- The failure to define specific actions/activities for the 2015–2020 period for some sectors.

## 2.0 Study Methodology

Through the technical support of the IISD, Burkina Faso benefited from an experience-sharing session on NAP assessment methodologies in use in a dozen or so countries. Based on these experiences, and considering time and resource factors, the country decided on the following:

- Establish, by administrative decision, a team to evaluate the NAP, including a Technical Working Group that would bring together stakeholders from the relevant sectors, both public and civil society.
- Take a participatory and inclusive approach, not only on the part of the Technical Working Group but also by including other ministerial departments, the private sector, other civil society actors, and resource persons.
- Combine a qualitative and a quantitative approach to the NAP evaluation.
- Conduct an evaluation based on the five strategic areas of the NAP.
- Develop and validate collection tools based on the (adapted) monitoring and evaluation forms for the actions contained in the NAP.
- Undergo a phase of data collection and sharing on the part of sectoral actors followed by data processing and analysis.
- Pre-validate and validate the NAP evaluation report.

The extent to which the objectives for each strategic area have been achieved can be obtained from the actions planned, completed, in progress, or not commenced. The average physical completion rate is calculated from data related to the level of implementation of each action planned, by sector. This method made it possible to have results both by strategic area and by sector.

**Table 1. Strategic area objectives**

Strategic area	Specific objectives (SOs)
Strategic area 1	SO1: Increase the technical, human, and financial capacity of the Permanent Secretariat of the National Council for the Environment and Sustainable Development (SP/CONEDD). SO2: Strengthen the capacities of institutional frameworks involved in managing climate change adaptation.
Strategic area 2	SO1: Improve the knowledge of climate change adaptation. SO2: Operationalise the existing early warning system. SO3: Develop a culture of resilience and adaptation to climate change among the general public.

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Strategic area	Specific objectives (SOs)
Strategic area 3	SO1: Strengthen Burkina Faso's capacity and leadership to mobilise financial resources with which to cover climate change adaptation needs. SO2: Ensure sustainable financing for climate change adaptation in Burkina Faso.
Strategic area 4	SO1: Reduce the structural vulnerability of populations and areas at risk. SO2: Increase the integration of social and environmental risk reduction into development policies, projects, and programmes.
Strategic area 5	SO1: Develop a reflex for taking climate change adaptation into account among those responsible for studies and planning. SO2: Improve the knowledge of climate change phenomena among policy-makers.

Source: Ministry of Environment and Fishery Resources, 2015.



# 3.0 Consistency of the NAP With Burkina Faso's Commitments

In developing its National Climate Change Adaptation Plan, Burkina Faso followed the 2012 technical guidelines of the Least Developed Countries Expert Group in relation to the recommendations of the 17th UNFCCC Conference of the Parties held in South Africa in 2011, which adopted Decision No. 5/CoP.17 on NAPs. Burkina Faso's NAP took into account the country's international commitments and considered national frameworks. This report could be used to provide information/guidance on other related commitments.

## 3.1 Consistency of the NAP With Burkina Faso's International Commitments

As a framework for adaptation or for reducing its vulnerability to climate change, Burkina Faso's NAP forms part of the implementation of the UNFCCC. It is also in line with the Paris Climate Agreement (2015), which, in addition to reducing greenhouse gas emissions to limit the rise in global temperature, also aims to strengthen countries' capacities to adapt and gain resilience to the impacts of climate change. In Burkina Faso, the NAP also informs the "adaptation" part of the nationally determined contribution (NDC), which is the driving force behind the implementation of the Paris Climate Agreement.

The NAP also contains many actions whose effectiveness are in line with the objectives of the Convention on Biological Diversity, Convention on Combating Desertification, and the Ramsar Convention on Wetlands. The adaptation and resilience-building objectives contained in the agriculture, water, environment and natural resources, energy, housing and infrastructure, resilience building, and livestock production sectors of the NAP are in line with Burkina Faso's priority Sustainable Development Goals (SDGs). These goals specifically contribute to achieving the targets of SDG 13, which calls for action to combat climate change. The NAP, therefore, forms part of SDG implementation, aimed at addressing the urgent ecological, political, and economic challenges facing the world. Indeed, addressing the threat of climate change influences how we (i) manage natural resources, (ii) achieve gender equality and better health, (iii) help eradicate poverty, (iv) build peace, and (v) contribute to thriving economies.

The NAP also forms part of the disaster risk reduction dynamic through its resilience actions; it is therefore in line with the Sendai Framework for Disaster Risk Reduction 2015–2030. Finally, the NAP responds to the objectives of the different generations of human rights relating to, among other things, the right to life, the right to a healthy environment, the right to food, and the right to adequate housing.

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## 3.2 Consistency of the NAP With National Frameworks

Burkina Faso has a National Strategy for the Concerted Implementation of the Rio Generation Conventions, a National Strategy for Implementation of the Convention on Climate Change, and a National Policy on Sustainable Development, plus a National Framework Situation on Land Degradation Neutrality. The adaptation guidelines of the NAP draw, in part, on these frameworks. The vulnerable sectors identified in the NAP are also in line with the priority development sectors contained in Burkina Faso's *Prospective National Study Burkina 2025*.



*Use of Zaï for cereal production. Photo: Country Partnership Program for Sustainable Land Management*

The NAP forms part of the implementation of the National Social and Economic Development Plan (PNDES). Indeed, priority 2 of the PNDES aims to “develop human capital,” and priority 3 aims to “boost sectors that are conducive to the economy and employment.” The NAP contributes to achieving SO 5 of priority 3 of the PNDES, which addresses a strengthening of the adaptation and resilience capacities of populations in the face of climate change. It also informs SO 3.1, which is to develop a productive and resilient agro-sylvo-pastoral, wildlife, and fisheries sector that is more market oriented and based on principles of sustainable development.

The NAP is also in line with the planning sectors selected in Burkina Faso through the vulnerable priority sectors of agriculture, water, animal production, environment and natural resources, health, energy, housing, and infrastructure.

## 4.0 Study Results

Burkina Faso opted for an evaluation of its NAP through its strategic areas, which cover the priority sectors. As a reminder, the strategic areas of the NAP are as follows:

- Strategic area no. 1: Long-term capacity building of institutional managers involved in climate change adaptation.
- Strategic area no. 2: Strengthening of climate information systems.
- Strategic area no. 3: Implementation of efficient and sustainable financial mechanisms.
- Strategic area no. 4: Reducing the country's overall vulnerability to climate change.
- Strategic area no. 5: Systematic integration of climate change adaptation into development policies and strategies.

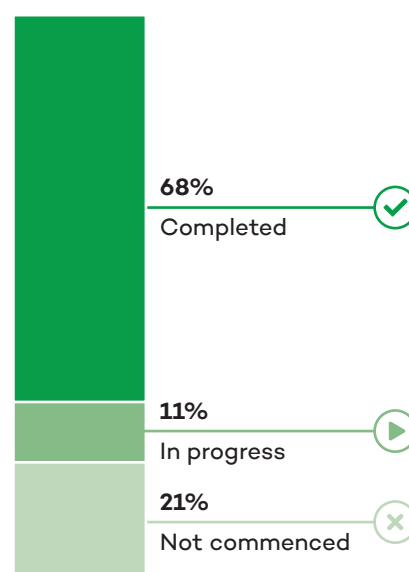
The results take into account: (i) the extent to which the strategic area objectives have been achieved (see Table 2), (ii) the level of physical completion of the adaptation actions, (iii) indications of the main physical achievements, (iv) the key strengths and weaknesses noted, and (iv) the extent to which gender was taken into consideration.

### 4.1 Agriculture Sector

Given its high vulnerability to climate change, as evidenced in the scientific studies that led to the NAP assessment, the agriculture sector was chosen to form the object of a sectoral NAP. The overall objective of the NAP-Agriculture is to implement climate change adaptation actions that will make agriculture more resilient (Ministry of Agriculture and Food Security, 2013). The SOs being pursued are to:

- SO1: Restore the fertility of degraded lands.
- SO2: Improve agricultural producers' access to good quality agricultural production factors (equipment, inputs, land, agricultural research results, etc.).
- SO3: Build stakeholder resilience to climate change.

**Figure 2.** Level of achievement of the agriculture sector objectives



Source: Consultant, based on sector data

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- SO4: Develop early warning systems for the efficient management of climate variability and change.

**Level of achievement of objectives in relation to the strategic areas:** Out of 19 planned actions, 13 have been completed, two are in progress, and four have not commenced.

The figure shows that 68% of the planned actions have been completed, 11% are in progress, and 21% have not commenced. While the percentage of completed actions seems significant, the 21% of actions that have not commenced also seems considerable. The main reasons for the failure to implement actions are related to the insufficient mobilisation of resources.

**Level of physical completion of actions:** An analysis of the actions shows that the average action implementation rate is 87% compared to 13% of actions not implemented. Key achievements include:

- Training of 40,371 producers in soil and water conservation/soil defence and restoration (SWC/SDR) management techniques.
- Provision of 16,067 kits for producers to be able to practise SWC/SDR.
- 154,810.40 ha of SWC/SDR.
- 35,935 tonnes of improved seed (all crops combined) provided to producers at subsidised prices.
- 7 innovation platforms set up in relation to improving agricultural resilience in the context of climate change.

**Beneficiaries and gender mainstreaming:** The beneficiaries are mainly producers, agricultural business developers, and the general population. Women and young people have been considered in the implementation of the NAP-Agriculture, although no disaggregated figures are available.

## 4.2 Energy Sector

Like the agriculture sector, the energy sector has a National Climate Change Adaptation Plan. The overall objective of this NAP is to ensure the satisfactory production and distribution of energy. The SOs are to:

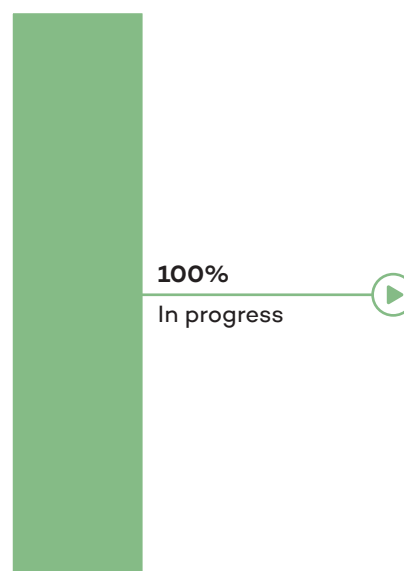
- SO1: Reduce the effects of climate change on the energy sector.
- SO2: Ensure a sustainable supply of energy for cooking.
- SO3: Reduce electricity consumption.
- SO4: Improve knowledge of the impacts of climate change on the energy sector.

**Level of achievement of objectives in relation to the strategic areas:** Out of a total of four planned actions, all are in progress. These actions are related to strengthening climate information systems and reducing the country's overall vulnerability to climate change in the electricity sector.

**Level of physical completion of actions:** All four actions are in progress, with an average implementation rate of 44%. Key achievements include:

- The adoption of new technologies that are better adapted to climate change, such as the construction of the Zagtoui solar photovoltaic power plant with a peak capacity of 33 MW.
- The construction of the Ziga solar photovoltaic power plant with a peak capacity of 1.1 MW.
- The fitting out of 21 medical centres with mini photovoltaic solar power plants and surgical capacity.
- 4,358 solar kits installed in SME/SMI households.
- Consideration of climate change in the Ministry of Energy's activity programmes.
- The purchase and installation of 1.5 million light-emitting diode (LED) bulbs to replace fluorescent tube lights for 375,000 households connected to the National Electricity Company of Burkina Faso (SONABEL) network, which has resulted in savings of more than 22 MW.
- The purchase and installation of 10,500 LED bulbs for street lamps in 25 towns around Burkina Faso.

**Figure 3. Level of achievement of energy sector objectives**



*Source: Consultant, based on sector data*

**Beneficiaries and gender mainstreaming:** The beneficiaries include customers of the SONABEL, staff of the Burkinabe Rural Electrification Agency (ABER), and urban and rural populations. The beneficiaries of the actions implemented were not disaggregated by gender.

## 4.3 Environment and Natural Resources Sector

As a result of the scientific studies that led to the development of the NAP, the environment and natural resources were identified as vulnerable and thus formed the object of a sectoral NAP. The overall objective is to ensure the sustainable conservation of natural resources. The SOs are to:

- SO1: Increase the productivity and resilience of ecosystems.
- SO2: Improve biodiversity conservation.
- SO3: Strengthen environmental research and monitoring.
- SO4: Mitigate greenhouse gas emissions.

**Level of achievement of objectives in relation to the strategic areas:** Out of 25 planned actions, eight have been completed, 16 are in progress, and one has not commenced.

The analysis shows that 32% of the planned actions have been completed, 64% are in progress, and 4% have not yet commenced. The main reasons for the low percentage of fully implemented actions, as well as the high percentage of actions in progress, include the late mobilisation of



financial resources for implementation and the inadequacy of the resources mobilised, as well as poor ownership of the NAP.

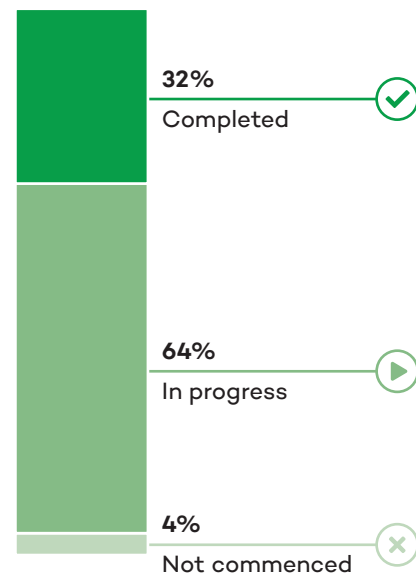
**Level of physical completion of actions:** An analysis of actions indicates an average implementation rate of 39% compared to 61% of actions not completed. Achievements include:

- 213,768 ha of degraded land recovered
- 20,435 kg of forest seeds distributed
- 166 conservation areas created
- 73 conservation areas demarcated
- 6.25 ha of shea plantation planted
- 419 nutrition gardens established
- 15 forest management plans developed/updated
- 21 wildlife inventories conducted.

**Beneficiaries and gender mainstreaming:** The beneficiaries are the State, local authorities, non-governmental organisations (NGOs) and associations, and the population. Actions and results are not disaggregated by gender.

However, the gender unit of the Ministry of Environment has improved the capacity of its officials to take gender into account in the actions of the various departments.

**Figure 4. Level of achievement of the environment and natural resources sector objectives**



Source: Consultant, based on sector data

## 4.4 Livestock Production Sector

Given its high vulnerability, the livestock production sector is the subject of a sectoral NAP. The overall objective is to strengthen the security of pastoral activities through better dissemination and use of information on pastoral resources and associated access conditions. The SOs are to:

- SO1: Improve the security of pastoral activities through better dissemination and use of information on pastoral resources and associated access conditions.
- SO2: Secure animal capital to sustain the pastoral economy and strengthen the resilience of stakeholders for sustainable food security in Burkina Faso.
- SO3: Mitigate the climatic vulnerability of pastoralists and contribute to local economic development.

**Level of achievement of objectives in relation to the strategic areas:** Out of four planned actions, three have been completed, one action is in progress, and one has not commenced.

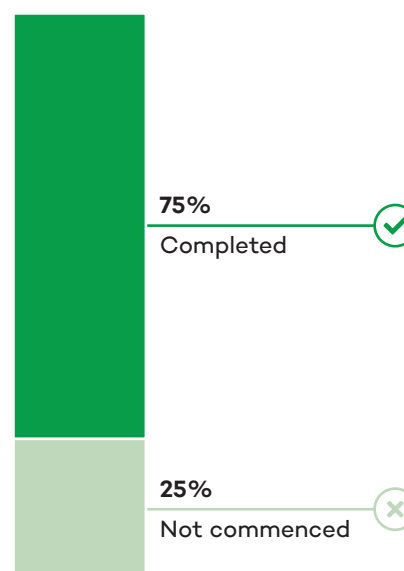
An analysis of the actions indicates that 75% of the planned actions have been completed compared to 25% not started. The main reasons for the relatively high level of actions completed are the strengthening of the institutional framework related to climate change within the ministerial department and the inclusion of actions related to the livestock production NAP in the programmes of the technical services.

**Level of physical completion of actions:** The analysis of actions also shows an average implementation rate of 75% as opposed to 25% of actions not implemented. Major physical achievements include:

- 102,531,669 animals vaccinated
- 24 quarterly bulletins on livestock supply and prices
- 6 fodder balances available.

**Beneficiaries and gender mainstreaming:** The beneficiaries are policy-makers, pastoralists, agropastoralists, research institutes, students, NGOs, and associations. The ministry responsible for animal production has a gender unit whose mandate is, among other things, to promote the mainstreaming of gender in the ministry's policies and strategies. However, the follow-up to actions is not disaggregated by gender.

**Figure 5. Level of achievement of the livestock production sector objectives**



Source: Consultant, based on sector data

## 4.5 Housing and Infrastructure Sector

As a result of the scientific studies that led to the development of the NAP, housing and infrastructure were identified as vulnerable and formed the object of a sectoral NAP. The overall objective is to increase the resilience of people and the built environment to climate change in order to achieve sustainable development. The SOs are to:

- SO1: Promote access to decent housing for disadvantaged sectors through rental housing, support for self-builds, and the construction of social housing.
- SO2: Provide useful and resilient social and community facilities, roads, water, stormwater, and wastewater infrastructure with good design, construction, and maintenance.
- SO3: Make Burkina Faso's towns and cities hubs of economic growth and sustainable development by promoting the green economy.

**Level of achievement of objectives in relation to the strategic areas:** Out of 29 planned actions, no action has been fully completed, 10 are in progress, and 19 have not commenced.

The analysis indicates that 34% of actions are in progress compared to 66% not commenced. The main cause of this lack of fully implemented actions is closely linked to poor resource mobilisation, particularly financial resources.

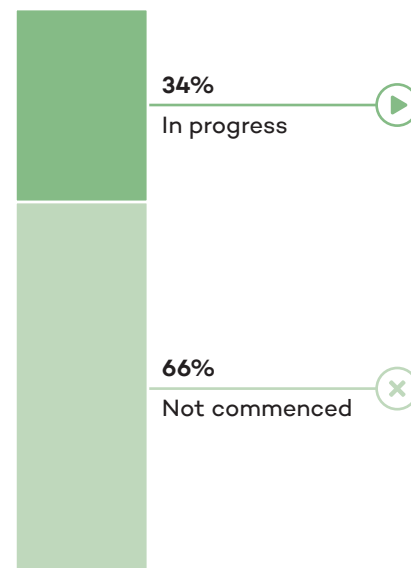
#### Level of physical completion of the actions:

An analysis of the actions indicates an implementation rate of 6% as opposed to 94% of actions not implemented. The activities implemented include, among others:

- Flood zone mapping
- Adoption of the legislative texts on rental contracts
- 5,409 housing units built
- The construction of culverts in the different regional capitals.

**Beneficiaries and gender mainstreaming:** The beneficiaries are the State, local authorities, and populations. Actions and outcomes are not disaggregated by gender.

**Figure 6. Level of achievement of the housing and infrastructure sector objectives**



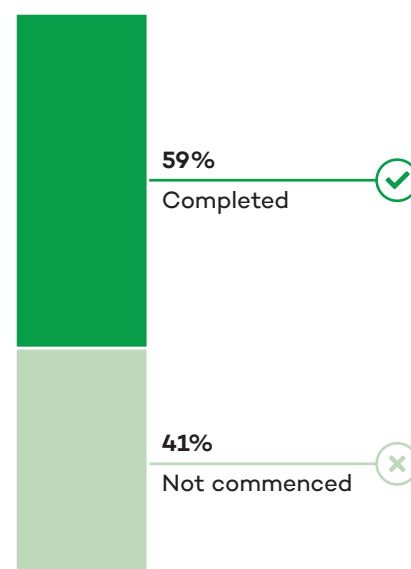
Source: Consultant, based on sector data

## 4.6 Health Sector

The research that led to the development of the health sector's NAP document identified malaria and meningitis as the most significant climate-sensitive diseases in Burkina Faso. The overall objective of the NAP-Health is to ensure the adaptation of the health sector to climate change for better protection of the population. The SOs are to:

- SO1: Provide leadership and governance for climate change adaptation in the health sector.
- SO2: Strengthen the capacity of human resources for health in the area of climate change adaptation.
- SO3: Improve early warning systems and responses to climate change events.
- SO4: Adapt health infrastructure to the effects of climate change.
- SO5: Strengthen research in the field of climate change.

**Figure 7. Level of achievement of health sector objectives**



Source: Consultant, based on sector data

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**Level of achievement of objectives in relation to the strategic areas:** Out of a total of 22 planned actions, 13 have been completed, and nine have not commenced.

An analysis of the actions indicates that 59% of the planned actions have been implemented compared to 41% not commenced. The main reasons that facilitated the implementation of 59% of the actions include the inclusion of climate change in the programmes of some technical departments, the institutionalisation of an environmental public service, the availability of skills, and the mobilisation of financial resources. The cause of the failure to commence 41% of the actions is linked mainly to a lack of resources, especially financial resources.

**Level of physical completion of actions:** 57% of actions have been completed compared to 43% of actions not started. Key achievements include:

- The development of documents on construction standards and their use by partners of the Ministry of Health for the construction of new health and social promotion centres.
- Meningococcal A vaccination in 2019 for the 0–29 age group in the health areas of Diapaga, Seba, and Gayéri.
- Staff capacity building on climate-sensitive diseases.

**Beneficiaries and gender mainstreaming:** The beneficiaries are staff responsible for the coordination of environmental health, parents of children, relevant government departments and ministries, and populations living in urban and rural areas. The physical achievements in the health sector benefit socio-professional groups, depending on the diseases to be prevented or cured. This specific feature of the Department of Health has contributed to the inclusion of gender in actions related to the health sector.

## 4.7 Water Sector

Water resources had already been identified in the NAPA. Under the NAP, the overall objective is to reduce the vulnerability of the water resources sector to climate change. The SOs are to:

- SO1: Strengthen water resource mobilisation and development.
- SO2: Improve the preservation and protection of water resources.
- SO3: Enhance the knowledge of water resources (surface and especially groundwater) in the context of climate change.
- SO4: Improve access to sanitation.

**Level of achievement of objectives in relation to the strategic areas:** 23 actions were planned, 17 actions have been completed, and six are in progress.

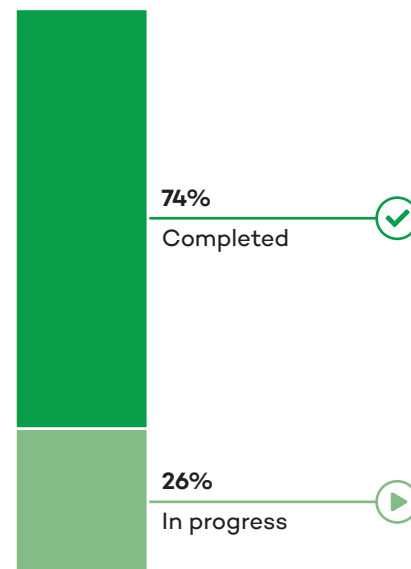
Analysis of the figure shows a 74% rate of completion of actions. Actions in progress are estimated at 26%. The implementation of the actions was mainly facilitated by the support of the technical and financial partners. A difficult security situation and the insufficient mobilisation of financial resources were reasons for the failure to complete some actions.

**Level of physical completion of actions:** 84% of the actions have been completed compared to 16% of actions in progress. Key achievements include:

- 10 dams built, rehabilitation of related infrastructure for the Naré underground dam
- 9 dams rehabilitated
- 5,240 new wells drilled
- 1,802 wells rehabilitated, more than 10 ha of dunes fixed
- 14 ha revegetated
- 179 new modern wells completed
- 13 regions equipped with water police, including sworn officers
- The development of a National Waterworks Maintenance and Safety Strategy.

**Beneficiaries and gender mainstreaming:** The beneficiaries are the central government, local authorities, and urban and rural populations. The beneficiaries of the actions are not disaggregated, even though it is obvious that the water points are used by both men and women.

**Figure 8. Level of achievement of the water sector objectives**



Source: Consultant, based on sector data

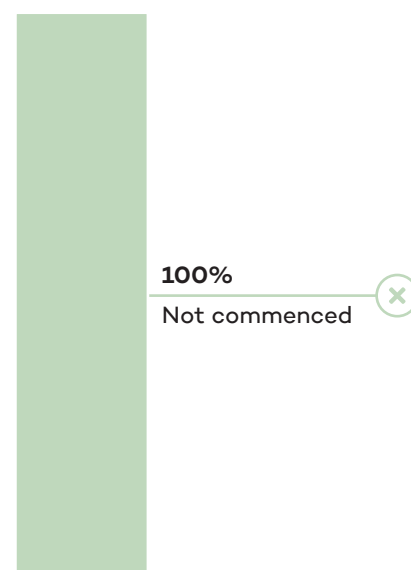
## 4.8 Gender Sector

The integration of gender as a cross-cutting sector in the NAP resulted in the development of a NAP for women's organisations. The overall objective is to take gender into account in the NAP's actions. The SOs are to:

- SO1: Give women's association members an enhanced understanding of environmental and climate change issues.
- SO2: Improve the resilience of women's association members by implementing income-generating activities.
- SO3: Develop adaptive technologies that consider the conditions of women's associations based on traditional knowledge.

**Level of achievement of objectives in relation to the strategic areas:** Out of three planned actions, none of them has commenced.

**Figure 9. Level of achievement of objectives related to women's organizations**



Source: Consultant, based on sector data



The NAP-Women's Organisations was not institutionally supported by any specific structure, which does not seem to have helped its implementation. The fact that the NAP was without institutional ownership at the civil society level was not a favourable factor in its evaluation.

## 4.9 Civil Society Organisations

Burkina Faso has a Coalition of Civil Society Organisations on climate change that brings together some 40 NGOs and associations working in the areas of climate and climate change. The specific concerns of CSOs were addressed in a document entitled *Contribution of Civil Society Organisations to Planning and Implementation of the National Climate Change Adaptation Plan*. The overall objective is to ensure that the specific concerns of civil society are considered in the NAP. The SOs are to:

- SO1: Improve CSOs' contributions and thus ensure better governance of NAP implementation in Burkina Faso.
- SO2: Ensure the sustainability of civil society initiatives on climate change adaptation.
- SO3: Improve public participation in the processes of reflection, analysis, and decision-making on climate change adaptation by producing, disseminating, and effectively using information from the innovative experiences of CSOs.

**Level of achievement of objectives in relation to the strategic areas:** Out of 14 planned actions, no action has been completed, four are in progress, and 10 have not commenced.

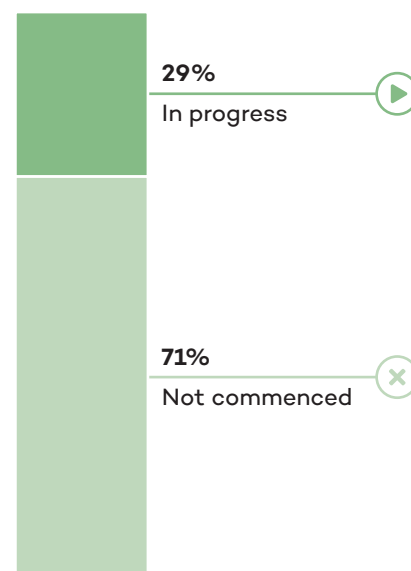
Like the NAP-Women's Organisations, once it had been drafted, the document *Contribution of Civil Society Organisations to Planning and Implementation of the National Climate Change Adaptation Plan* does not seem to have enjoyed any institutional leadership aimed at operationalising it, and this has had a negative impact on its level of implementation.

**Level of physical completion of the actions:**

The level of implementation could not be estimated by the different actors responsible for the projects being implemented. Key achievements include:

- 1,060 market gardening and pastoral water points
- 1,037,000 trees planted
- 4,022 drinking water points
- 1,045 biodigesters (energy + biofertilisers)
- 2,828 improved stoves.

**Figure 10. Level of achievement of CSO-related objectives**






Source: Consultant, based on sector data

**Beneficiaries and gender mainstreaming:** The beneficiaries are mainly the populations of rural areas. Outcomes are not disaggregated by gender.

## 4.10 Summary of the Evaluation by Strategic Area and Sector

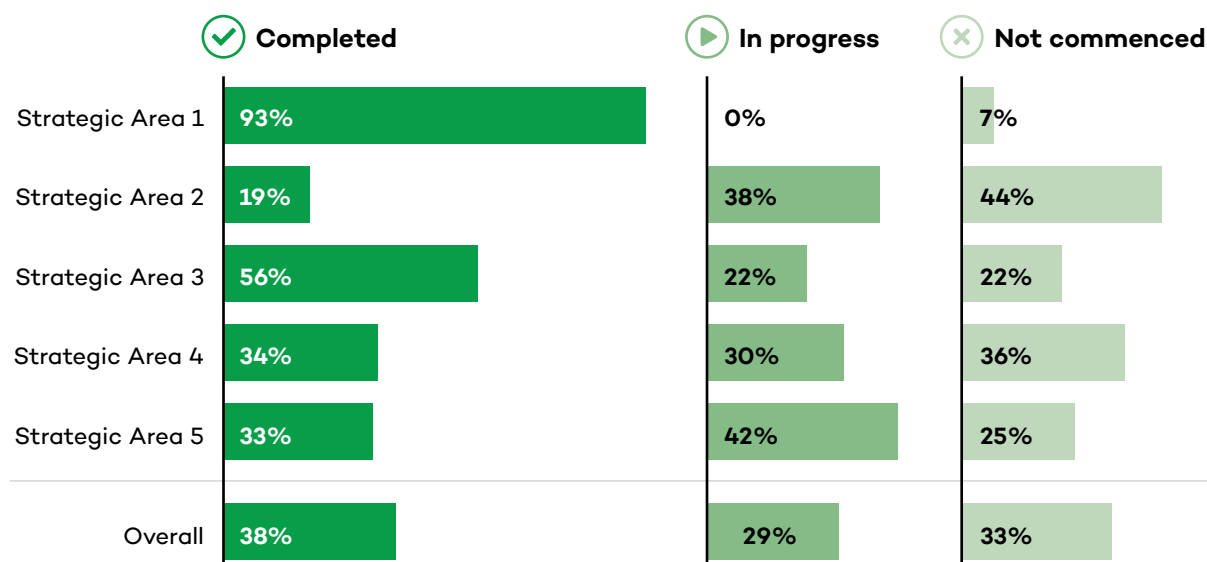
It should be recalled that the different sectors were evaluated through the five strategic areas. A summary of the evaluation can be found in Table 2 and Figure 11.

**Table 2.** Summary of the level of achievement of the strategic area objectives

Strategic area	Specific objectives (SOs)	Actions planned	 Completed		 In progress		 Not commenced	
Strategic area 1	SO 1, 2	14	13	93%	0	0%	1	7%
Strategic area 2	SO 1, 2, 3	32	6	19%	12	38%	14	44%
Strategic area 3	SO 1, 2	9	5	56%	2	22%	2	22%
Strategic area 4	SO 1, 2	76	26	34%	23	30%	27	36%
Strategic area 5	SO 1, 2	12	4	33%	5	42%	3	25%
<b>Overall</b>	<b>11</b>	<b>143</b>	<b>54</b>	<b>38%</b>	<b>42</b>	<b>29%</b>	<b>47</b>	<b>33%</b>

Source: Consultant, based on sector data

**Figure 11.** Level of achievement of the strategic area objectives



Source: Consultant, based on sector data

The analysis indicates that Strategic Area No. 1, relating to the long-term capacity building of institutional frameworks involved in climate change adaptation, has the highest implementation rate at 93%; this can perhaps be explained by the efforts made by the ministerial department responsible for the environment (which is institutionally accountable for climate change), with




the support of its partners, including Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), through the Scientific Support Programme for National Climate Change Adaptation Plans (PAS-PNA) and the NAP Global Network.

GIZ's support to this project has, for example, enabled the country to (i) assess national capacities for planning climate change adaptation and conduct an organisational analysis of the NAP process with recommendations, (ii) develop a capacity-building plan for actors in relation to NAP implementation, (iii) develop a monitoring and evaluation system for climate change actions, and (iv) identify the under-funded priorities in Burkina Faso's NAP. The NAP Global Network also contributed to capacity building for monitoring and evaluation of the NAP.

Strategic Area No. 1 is followed by Strategic Area No. 3 on establishing effective and sustainable financial mechanisms, with a completion rate of 56%. This rate can also be explained by the mechanisms in place to strengthen the resilience of populations through the financing of priority sectors identified by the Burkinabe government. However, the summary of the results, which indicate a 38% completion rate for the actions, is not satisfactory. The 33% of actions not commenced is relatively high. This rate can be explained, according to the sectoral actors we met, by insufficient mobilisation of resources with which to implement the actions planned over the 5 years.

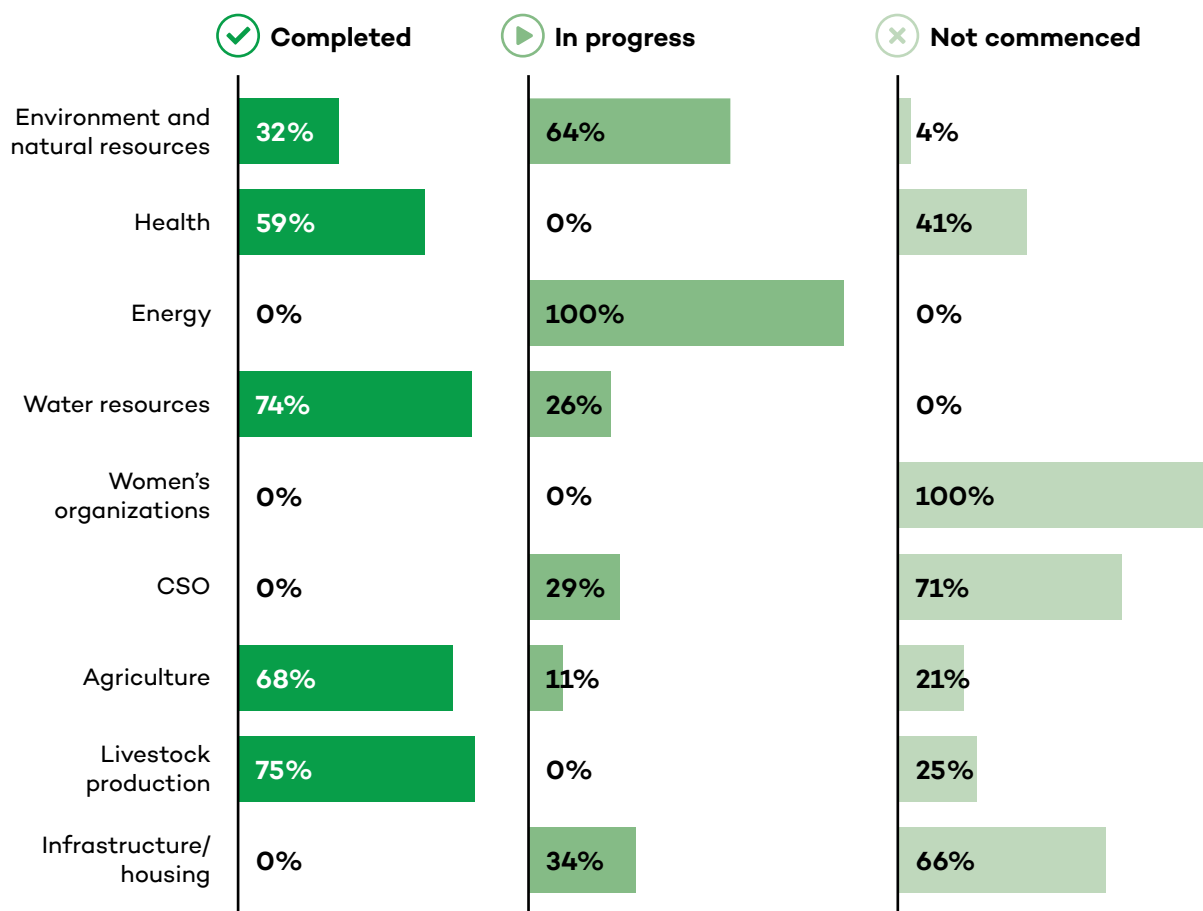
Table 3 presents a summary of the extent to which the sector objectives have been achieved, on the basis of actions set out in the strategic areas.

**Table 3. Summary of achievement of objectives by sector**

Sector	Actions planned	 Actions completed	 Actions in progress	 Actions not commenced
Environment and natural resources	25	32%	64%	4%
Health	22	59%	0%	41%
Energy	4	0%	100%	0%
Water resources	23	74%	26%	0%
Women's organisations	3	0%	0%	100%
CSO	14	0%	29%	71%
Agriculture	19	68%	11%	21%
Livestock production	4	75%	0%	25%
Infrastructure/housing	29	0%	34%	66%

Source: Consultant, based on sector data

**Figure 12.** Level of achievement of objectives by sector



Source: Consultant, based on sector data

The livestock sector has the highest implementation rate at 75%, followed by the water resources sector at 74%, agriculture at 68%, and health at 59%. The relatively satisfactory rate in these sectors is justified, among other things, by the State's significant contribution to the implementation of actions and the support of the technical and financial partners. The number of actions not commenced is very high for CSOs and women's organisations, most likely due to the lack of institutional leadership in implementing the adaptation documents for these sectors.

The evaluation also aimed to obtain information on the level of physical completion of the NAP's actions. The following table shows the level of completion of the actions, by sector.

**Table 4.** Summary of the physical completion of the NAP actions

No.	Sector	Number of actions	Rate of completion of planned actions by sector	Share of actions completed by sector
1	Health	22	57%	15%
2	Energy	4	44%	11%
3	Environment and natural resources	25	39%	10%
4	Agriculture	19	87%	22%
5	Water	23	84%	21%
6	Livestock production	4	75%	19%
7	Housing and infrastructure	29	6%	2%
8	CSOs	14	N/A	N/A
9	Women's organisations	3	0%	0%
<b>Overall</b>			<b>49%</b>	<b>100%</b>

Source: Consultant, based on sectoral data

The analysis of physical completion of the actions gives an average implementation rate of 49%, as opposed to 51% of actions not implemented. These physical achievements include, by way of illustration: 40,371 producers trained in soil and water conservation/soil defence and restoration (SWC/SDR) management techniques, the construction of a photovoltaic solar power plant in Zagtoulé with a peak capacity of 33 MW, 213,768 ha of degraded land recovered, 166 conservation areas created, 102,531,669 animals vaccinated, 5,409 housing units built, Meningococcal A vaccination for the 0–29 age group in the areas of Diapaga, Seba, and Gayéri, 10 dams built, 5,240 new wells drilled, and 1,060 market gardening and pastoral water points developed.



# 5.0 Strengths and Weaknesses of NAP Implementation

Implementation of the NAP was negatively affected by two key threats or events: the security situation and COVID-19. Some positive factors clearly helped the physical achievement of NAP implementation for the 2015–2020 period. These factors are levers upon which other initiatives for the effective implementation of the NAP can be built. Shortcomings were also noted in each sector. The strengths and weaknesses are summarised in Table 5.

**Table 5. Summary of the analysis of strengths and weaknesses**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• A number of programmes and directorates exist that have activities aimed directly or indirectly at mitigating the effects of climate change.</li> <li>• Existence of a coordination structure for the NAP's actions, including the SP/CNDD.</li> <li>• Creation of an Environmental Public Health Department in 2018.</li> <li>• Existence of environmental units and gender units.</li> <li>• Existence of human resources for the implementation of the NAP.</li> <li>• A framework for operational dialogue between the ministry in charge of water and its partners (NGOs/development agencies, the private sector, and local authorities) is up and running.</li> <li>• Support from technical and financial partners.</li> </ul>	<ul style="list-style-type: none"> <li>• No formal framework for consultation between these actors at the sectoral level of the NAP.</li> <li>• Poor consideration of NAP actions in national frameworks.</li> <li>• Insufficient ongoing training of actors in the field of climate change in relation to health.</li> <li>• Insufficient funding for NAP implementation.</li> <li>• Insufficient dissemination of research results.</li> <li>• Lack of knowledge of the NAP among a number of actors.</li> <li>• Insufficient disaggregated data at the sector level.</li> <li>• Insufficient institutional mechanisms for monitoring and capitalising on the NAP's actions.</li> <li>• Weak coordination of resource mobilisation actions.</li> <li>• Poor capacity to mobilise financial resources.</li> <li>• Insufficient capacity building.</li> </ul>

*Source: Consultant, based on sector data, from which lessons have been drawn*

## 6.0 Relevance of Achievements

The vulnerable sectors identified in the NAP are linked to the priority sectors contained in reference frameworks such as the PNDES, the Burkina Faso *Prospective National Study Burkina 2025*, the National Sustainable Development Policy, the National Strategy for the Implementation of the Convention on Climate Change, and sectoral policies related to climate change, in particular the environment, water, and sanitation sectoral policy; the agro-sylvo-pastoral sectoral policy; etc. The NAP's adaptation and resilience actions are closely linked to Burkina Faso's priority development sectors. The physical achievements in the context of implementing these actions are therefore relevant given their importance for the adaptation and resilience of the sectors in question and these vulnerable beneficiary populations.

In addition, through the sectoral climate change adaptation plans, the NAP implementation strategy was intended to facilitate the ownership and implementation of NAP actions. The existence of these sectoral plans should facilitate the monitoring and evaluation of the NAP. It has to be noted that, despite the existence of sectoral adaptation plans and the performance monitoring system, including the forms developed for this purpose, monitoring and reporting of the NAP's actions has been highly inadequate. While the monitoring system itself is relevant, its implementation has not worked well enough and seems inappropriate.

# 7.0 Effectiveness of Achievements

First, effectiveness has been assessed from the point of view of the extent to which the strategic area objectives have been achieved in terms of the number of actions planned, the proportion of actions completed, the number of actions in progress, and the proportion not commenced. In this respect, the evaluation shows that 67% of the actions have been completed or are in progress (38% completed and 29% in progress) compared to 33% of actions that have not commenced.

Second, effectiveness has been assessed in terms of the level of physical completion of the actions contained in the NAP. In this regard, the analysis shows an average physical completion rate of 49% of the actions planned for the 2015–2020 period. This effectiveness could therefore be described as average for the physical completion of actions, which seems more important.



*Assembly of a compost heap in the heap composting technique with periodic turning. Photo: Albert Schweitzer Ecological Center of Burkina*

## 8.0 Sustainability of Achievements

The sustainability of the achievements could *a priori* refer to the sustainability criteria/standards. Without going into a potentially complex analysis of the links between the achievements obtained by sector and the sustainability standards, the aim here is to assess the sustainability of the achievements with regard to the institutional system and the coherence between the actions carried out and the policies and strategies being implemented, as well as the level of ownership on the part of the NAP beneficiaries. The actions implemented are the result of the institutional/structural planning contained in the sectoral plans for climate change adaptation. The institutional monitoring and capitalisation mechanism available in the sectors concerned supports the sustainability of the NAP's achievements over the 2020–2025 period.



*Parabola and box solar cookers. Photo: Association for the Development of Solar Energy*

# 9.0 Strategy for Disseminating the Study Report

Addressing the deficiencies identified in this evaluation requires a coherent approach incorporating the following steps:

- Summarise this evaluation report, primarily for decision-makers.
- Design leaflets on the key findings of this study for the general public.
- Translate the summary sheet and the outcomes leaflets into English and the four main local languages.
- Disseminate the results (shortcomings and main achievements) to decision-makers at central, regional, and local levels.
- Disseminate the results (shortcomings and main achievements) to civil society actors and women's organisations at the central, regional and local levels, specifically including the CSO Coalition on Climate Change and the Permanent Secretariat of NGOs.
- Organise articles/broadcasts in the written and audio-visual media.
- Produce a summary communication plan containing the elements mentioned.



*Shredding of Fragmented Raméal Wood in Kindi. Photo: E.ZONGO*

Implementation of this strategy is the responsibility of the SP/CNDD, with support from the sectoral actors and the technical and financial partners.

# 10.0 Main Findings and Recommendations

The evaluation process that culminated in this report has provided lessons learned and recommendations.

## **Lessons learned that need to be addressed:**

- A lack of knowledge of the NAP on the part of some actors involved in its implementation: the evaluation revealed that many of the actors responsible for implementing the NAP were not familiar with the framework, which must have been an obstacle to its implementation, to the monitoring of activities, and to this evaluation.
- The failure to operationalise the institutional mechanism for monitoring and evaluating the NAP: the NAP contains a mechanism for monitoring the performance of the proposed actions as well as data collection forms for this purpose. The mechanism should be operational under the leadership of the coordination structure, the SP/CNDD. The evaluation found that this scheme was not working properly over the 2015–2020 period.
- The lack of institutional accountability for NAP actions in relation to civil society and women's organisations did not facilitate their implementation.
- The poor capacity of the implementing structures to mobilise resources was one of the key constraints to the implementation of the NAP.
- Poor ownership of the NAP on the part of sectoral actors.
- Physical achievements were not generally disaggregated by gender in the context of the sectoral actors' NAP implementation.

## **Good lessons include:**

- The establishment of focal points for the NAP and the NDC, which will eventually solve the difficulties of monitoring actions at the sectoral level.
- The gradual inclusion of actions related to the NAP in the activity programmes of the ministerial departments involved in adaptation.
- The development of an institutional capacity-building programme related to NAP implementation.
- Ongoing capacity building of actors on the NAP and the NDC.
- Implementation of an evaluation team by administrative decision.

A summary of the main recommendations can be found in Table 6.



**Table 6. Summary of recommendations**

No.	Recommendations	Implementing agency	Source of funding
1	Inform/raise awareness among stakeholders (public services, private sector, civil society) of NAP implementation and its content.	SP/CNDD	State, supporting partners
2	Promote the revitalisation of a framework for dialogue among implementing actors and hold regular follow-up meetings.	SP/CNDD	State, supporting partners
3	Build the capacity of implementing actors to mobilise resources for NAP implementation.	SP/CNDD	State
4	Promote the accountability of NAP actions in relation to civil society and women's organisations in order to encourage their implementation.	SP/CNDD	State, supporting partners
5	Develop a strategy for dissemination of the research results.	General Directorate of Sector Studies and Statistics / Ministry of Higher Education, Scientific Research and Innovation (MRSI)	State, supporting partners
6	Ensure that the NAP is taken into account in all development frameworks.	SP/CNDD	State, supporting partners
7	Align the NAP with the SDGs.	SP/CNDD and General Directorate of Energy Efficiency (DGEE)	State, supporting partners
8	Catalogue and create a database to facilitate the monitoring of all women's associations working on climate change and involve them in implementation.	Permanent Secretariat of the National Council for Gender Promotion (SP/CONAP-Genre)	State
9	Catalogue and create a database to facilitate the monitoring of CSOs working on climate change and involve them in implementation.	SP/CNDD	State
10	Strengthen the skills of women's organisations specifically.	SP/CNDD	State, supporting partners



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No.	Recommendations	Implementing agency	Source of funding
11	Clearly define the actions and their short-, medium- and long-term targets to facilitate monitoring and evaluation.	General Directorate of Sector Studies and Statistics (DGESS) of the departments concerned	State, supporting partners
12	Strengthen the skills of the NAP's focal points to facilitate the monitoring and reporting of their respective sectors' actions in relation to the NAP.	SP/CNDD	State, supporting partners
13	Develop and implement the NAP's communication plan.	SP/CNDD	State, supporting partners

Source: Consultant, based on sector data

# 11.0 Conclusion

Burkina Faso's NAP had the merit of being aligned with national development priorities. The aim was to facilitate its implementation as a planning tool with which to make the development process of these sectors resilient to climate risks. This made it possible for the State budget to finance significant actions planned as part of the NAP.

One of the best practices in this process was undoubtedly the establishment of an evaluation team drawn from the ministerial departments involved in NAP implementation and from civil society. This option, combined with the sharing of experiences from a dozen countries (thanks to the support of the NAP Global Network through the IISD) enabled Burkina Faso to take its own approach in line with its realities and the time and resources devoted to the study.

One of the major difficulties for this evaluation was a lack of data, and this was closely related to the non-functioning of the monitoring and evaluation system described in the NAP. Some shortcomings stem from the NAP document itself, such as the lack of institutional accountability for the implementation of joint actions with civil society and women's organisations.

It is worth noting that while the percentage of actions completed and in progress over the 2015–2020 period was 67%, the analysis also shows that 49% of the actions planned for implementation of the strategic areas have been physically completed. In order to take better action over the next 5 years, the recommendations included with this document would benefit from being implemented.

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