



MINISTRY OF FOREIGN AFFAIRS
OF DENMARK

BURKINA FASO STRATEGIC FRAMEWORK 2021-2025

ANNEX 1: MAP OF BURKINA FASO



MALI

NIGER

BENIN

TOGO

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IVORY COST

GULF OF GUINEA

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1. INTRODUCTION

Burkina Faso and neighbouring Sahel countries face a number of inter-linked challenges, notably the rising threat from jihadist terror and violent extremism, ethnic violence, and the gradual erosion of state legitimacy in conflict-affected areas. These challenges are exacerbated by a rapidly increasing population, climate change, transnational criminal networks, irregular migration and displacement. The impact of the COVID-19 pandemic exacerbates the existing challenges.

Burkina Faso holds a strategic position in West Africa linking the Sahel with the coastal countries around the Gulf of Guinea. For decades, the country remained remarkably stable in a region characterized by instability, and more recently the rise of jihadist movements. However, since the popular uprising in 2014, which led to the overthrow of the former longstanding regime and a democratic transition process, extremist groups have taken advantage of the vulnerabilities and fragilities that were intensified by the change of power and a weakened security apparatus.

The combination of domestic grievances and spillover effects from neighboring countries creates unprecedented pressure on Burkina Faso as it faces serious security threats. The result is a state authority that is being questioned by parts of the population. The humanitarian situation has drastically worsened in 2019-20, leading to over 1,013,000 internally displaced people in August 2020 and over 2,500 schools forced shut, depriving more than 350,000 children of education. If the situation is not contained, it will increase the risk of many people falling deeper into poverty and chronic vulnerabilities. There is also a significant risk that terrorist groups will be moving further south with much broader repercussions on security and stability in West Africa. This could potentially lead to accelerated flows of migrants and refugees from West Africa to Europe and eventually become a threat to Europe and Denmark's own security and stability.

Due to its geographical proximity to Europe, Denmark has a clear interest in contributing to prevent a further escalation of conflict, instability and fragility in Burkina Faso. Despite the many challenges and structural drivers of conflict that Burkina Faso is facing, the country has managed to stay on a democratic pathway and government institutions are still functioning. Burkina Faso is not a failed state.

Burkina Faso and Denmark share many values, interests and political priorities. To implement these political priorities, different levels and types of responses will be used to support Burkina Faso in this critical phase. Denmark can bring an added-value, by operationalising the humanitarian, development and peacebuilding triple nexus (HDP) to meet immediate needs, reduce risks to sustained peace and strengthen the foundation for longer-term development.

We have a well-established and strong partnership with Burkina Faso as well as a strong and multi-faceted commitment to the Sahel, which includes diplomacy, military means, humanitarian assistance, and bilateral and multilateral development cooperation. We work with a number of different international, local and Danish partners who can bring a broad range of competencies into play. Our active contributions to the formulation and implementation of EU's policy towards Burkina Faso, and the Sahel more broadly, will provide an effective platform to share experiences and to voice Danish priorities.

Finally, Denmark is a climate pioneer and we have worked for decades to promote human rights, good governance and gender equality, which are all critical issues to promote in order to address underlying conflict and fragility drivers and to generate lasting development, peace and stability in Burkina Faso.

The overall vision for Denmark's engagement in Burkina Faso for the period 2021-2025 is that *Peace and stability in Burkina Faso are enhanced with respect for rule of law principles, and poverty and inequality are reduced based on enhanced resilience and sustainable economic growth.*

Denmark will promote its vision through three strategic objectives, in line with Danish political priorities and key national development objectives of Burkina Faso. We will do so by optimising the effectiveness of resources available for security, stabilisation, humanitarian and development engagements, while ensuring coherence, coordination and combining the different instruments based on solid fragility analyses.

- 1. Enhance security, rule of law, human rights and effectiveness of national institutions** with a view to containing the escalation of conflict as well as addressing structural causes of fragility through support to international and regional security and stabilisation efforts and support to building strong, legitimate public institutions and civil society in Burkina Faso.
- 2. Promote local community resilience and national economic resilience** with the perspective of reducing poverty by responding to local emergency needs, strengthening social safety nets, and supporting economic growth and creating job opportunities, with focus on youth and inclusive growth.
- 3. Support the development of climate-change adaptation measures** to prevent a further deterioration of the living conditions of vulnerable populations by ensuring an increased, more equal and fair access to water resources for all purposes.

2. CONTEXT: CHALLENGES, RISKS, FRAGILITY AND RESILIENCE

After the democratic transition in 2014-2015, there were widespread expectations of an instant “democratic dividend” in terms of better living standards for the population. These expectations have not been fulfilled, which has given way to a growing sense that the state is no longer able to provide for its citizens, risking undermining the social contract and the legitimacy of the state.

The same type of instability that has affected other Sahel countries has now hit Burkina Faso. Regional groups affiliated with Al-Qaida and ISIS have found new, fertile ground in Burkina Faso that has allowed them to extend their operations to this country, using political and economic marginalization, local ethnic, religious as well as political conflicts and grievances to further their agendas.

A CRITICAL SECURITY SITUATION JEOPARDIZING STATE AND REGIONAL STABILITY

The democratic transition led to a breach of ties between politics and the security sector, and to the dismantlement of parts of the security apparatus, especially as regards intelligence services. The capacity of defence and security forces, including measures to improve coordination between different forces and to build democratic civil-military relations, have significant shortcomings. Situations where the state is unable to guarantee the safety of its citizens, and where mechanisms of redress and protection are ineffective, have contributed to reducing the population’s confidence in the state and in the legal system. It has also increased the risk that disputes and societal friction lead to violent conflict.

In addition to domestic vulnerabilities, the on-going crisis in Burkina Faso is closely linked to regional and international dynamics. The ongoing instability in the Sahel has severely affected Northern and Eastern Burkina Faso. Despite the Government’s efforts to contain this instability, there are worrying signs of a slow “contagion” to other, adjacent regions of the country.

Burkina Faso is seeing an increase in banditry and vigilantism for several reasons: Spill over of instability from neighbouring countries, the erosion of the state’s legitimacy and monopoly over violence, and an increase in unaddressed grievances of the local population in regions feeling abandoned by the state also in terms of access to basic services. Livestock-theft, illicit exploitation of natural resources such as artisanal mining and poaching with links to various forms of organised crime are often sources of conflict between border communities. The exacerbation of conflicts and the increasing vulnerability of populations lead to a demand for protection, and jihadist groups are responding to this demand by strengthening their social roots. The terrorist groups have gained foothold in the Northern and Eastern parts of the country through complex and very violent attacks. There are currently relatively few migrants from Burkina Faso heading towards Europe, but the situation could change,

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particularly if the security situation is not brought under control. A well-established relationship already exists between migratory movements, organised crime and terrorism in West Africa and the Sahel in particular.

To address the deteriorating security situation, Burkina Faso's Government initiated an emergency plan (known as PUS) in July 2017, following an integrated security-development-social cohesion approach. The objective of the plan is to accelerate the implementation of the national development plan in regions that are most affected by the crisis, initially 2 out of 13 regions which was extended to 7 in 2019. This complements the overall national development plan (the PNDES) stating overall objectives and priorities for social and economic development of Burkina Faso. This PNDES will in principle run out in 2020, and a new plan is now in very early development. The Denmark-Burkina Faso Strategic Framework respects and aligns with national priorities and objectives of this national development plan.

A DEMOCRATIC TRANSITION PROCESS AT RISK

Despite these fragilities, the country also has strong drivers of resilience. Burkina Faso has made considerable progress in promoting democratic reform based on rule of law and international human rights standards. Based on its unique history of peaceful co-existence between faiths and ethnic groups, local and community mechanisms of mediation involving faith based actors and social contracts, the country has the potential to serve as a positive example to others in the region. Civil society played a critical role in the democratic process, as a result of long-lasting efforts to claim space for citizens to exercise their rights and to hold government accountable, including a long struggle for free and independent media. This provided the basis for the popular movement that ousted the former president.

However, the process of building a stable and peaceful democracy is currently threatened. Frustrations are growing because of the deteriorating security climate; the humanitarian situation, political marginalisation and unmet grievances in terms of economic and social progress; and the government's fight against terrorism is setting some reform agendas and advancement of human rights on hold.

ECONOMIC DEVELOPMENT

Amongst the poorest countries in the world, Burkina Faso is in a vulnerable economic situation with internal and external risks, such as the Covid-19 pandemic, threatening the economic stability of the country. Burkina Faso's economy is mainly driven by the agriculture and mining sectors, the latter gaining increased importance (gold is 68% of total exports). Many people are engaged in agriculture or animal husbandry in semi-arid areas, where climate change is jeopardizing their livelihoods. Almost 80% of the active population is working with agriculture; most of them in informal employment. Productivity in the sector is low and the sector contribution to GDP remains modest. Government expenditure on agriculture has been above 10% (the Maputo declaration target) but investments have mainly been targeting cotton production, which is one of the main export articles (17% of total exports). Recent years have seen an increase in regional demand for Burkina Faso's agricultural products due to high urbanisation rates.

The country has experienced annual growth of around 6% in a longer period, and the business climate in Burkina has made some gains, such as improved access to credit information, a reduction in the minimum capital requirement to start a business, and the requirements of cross border trade has been eased. Yet, the need for further business and regulatory reforms persists and the country is ranked 151st worldwide in the World Bank's 2020 Doing Business Report.

HUMAN DEVELOPMENT, INEQUALITY AND POVERTY

The sustained economic growth that Burkina Faso has experienced over a long period has to a large degree been absorbed by the high population growth. More than 40% of the population live below the poverty line of USD 2 per day, and the inequality between urban and rural communities is widening. Although income inequality measured by the Gini coefficient decreased by 11% from 1994 to 2014, a large share of the population does not benefit from basic services and protection. With over a million internally displaced people (IDPs), the capacity of the state to provide basic services and access to food has come under further pressure, and tensions between host communities and IDPs are starting to emerge.

The expansion in the gold mining sector, of which a big share remains artisanal production, does not contribute to the expected gains for local communities, and issues of inequality and inadequate management of natural resources are growing sources of social tension and conflict.

65% of the population is under 25 years of age, and although primary school enrolment rates have increased over the past decade, many children, especially girls, do not have the opportunity to continue their secondary schooling. Around 400,000 young people enter the job market every year in a context marked by very few formal jobs and insufficient land for farming.

Illiteracy rates among adult women is 74%, and 56% among men. Only 6% of women have a secondary education compared to triple that in the ECOWAS zone and a fivefold higher rate across Africa. Abundant evidence testifies to the significance of discrimination against women in Burkina Faso in terms of access to resources, participation in decision-making processes and generally in exercising their rights. The vulnerability and exclusion of women in all spheres of society contribute to making the country more fragile, as the potential of half of the population is gravely underexploited.

Expenditures for social safety nets increased from 0.3% of GDP in 2005 to 2.3% in 2015. At this level, Burkina Faso on average spends more than other Sub-Saharan countries on social safety nets relative to GDP. Unfortunately, the targeting of expenditures is not sufficiently aligned with poverty across the country's regions nor with vulnerability across the life cycle. There is, however, an opportunity to better utilize the resources for more effective safety nets to help the population face the acute hardships in the difficult security situation, and to provide a transition from humanitarian assistance to national systems.

CHALLENGES TO THE CURRENT SOCIAL ORDER

The crisis has revealed deep-rooted tensions in society that people, especially

youth, are addressing in different ways ranging from peaceful and democratic means to violent responses.

The 2014 uprising was the culmination of years of frustration with corruption and persistence of socioeconomic inequalities. The fall of former president Compaoré was followed by democratic elections and reform measures to enhance accountability of government and power-holders including a new anti-corruption law. However, so far, these mechanisms are not working effectively, and Transparency International's Corruption Perception Index indicates that corruption is on the rise after a fall during the transition period. In 2018, Burkina Faso scored 41 points (of a 100), and the country ranked as the 78th most corrupt country out of 180 countries.

There is a growing sense of frustration in the population that impunity and injustice will continue to grow. National, local and traditional elites are blamed for injustices linked to the unequal allocation of gains from agricultural, pastoral and mining sources. Tensions between and within religious and ethnic communities are also growing, especially in relation to farmer-herder communities. Jihadists have skilfully exploited these tensions, especially by appealing to the grievances of marginalised groups within the pastoralist Fulani community in the Northern and Eastern parts of the country. This has in turn led to a growing stigmatisation of Fulani people.

The state's insufficient capacity to regulate social relations and provide access to resources in an effective, legitimate, fair and transparent manner has led various groups to defy authority and impose their own justice. While the popular uprising in 2014 demonstrated that youth could play a positive role as change agents, youth aspirations for social change are also exploited by radical groups and other less constructive forces.

DEMOGRAPHIC GROWTH AS A MAJOR SOCIO-ECONOMIC CHALLENGE

The development of the country is hampered by a strong demographic growth (almost 3% per year) due to high fertility rates, even though this decreased from 6.12 in 2007 to 5.27 in 2017. It is expected that the population will double to 40 million people within less than 20 years, thus putting substantial pressure on the state to provide basic social services such as health, education, and water for the population. If the demographic growth is not managed, the lack of opportunities can exacerbate the risk of instability, displacement and increased migration.

The current government acknowledges this challenge and has made family planning a national priority, setting ambitious targets for access to modern forms of contraception and reduction of the fertility rate. However, there are still significant socio-cultural and religious barriers that deny girls and women their rights, not least their sexual and reproductive rights. Many unwanted pregnancies occur when girls are still in school and it is one of the main reasons for girls to abandon school. 44% of married women entered into marriage before the age of 18. Inadequate birth spacing is another challenge as 40% of pregnancies happen less than 24 months after giving birth. Less than a quarter of women use modern contraceptives and the unmet need for family planning is still high.

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CLIMATE CHANGE AS A THREAT MULTIPLIER

Burkina Faso is among the most vulnerable countries to the impacts of climate change due to limited natural resources and a highly variable climate. Increasingly declining rainfall patterns, dust storms and temperature spikes adversely affect agricultural production and lead to more frequent food insecurity situations.

Competition is strong over access and rights to resources (land, pastures, water points, livestock corridors, etc.), in particular in the northern part of the country with the lowest rainfall. Farmers, agro-pastoralists and pastoralists interact in complex ways, and the competing livelihood strategies are compounded by ethnic, gender and religious differences that are elements of defining access and rights to natural resources. Land tenure and governance systems of natural resource management are not geared to cope with the increased competition caused by demographic pressure, weak legal frameworks and enforcement, climate change and violent conflict, internal migration and forced displacement. Climate change is not the cause of conflict and violence, but a threat multiplier that contributes negatively to conflict drivers, and needs to be considered in efforts to address the complex conflict dynamics.

BOX 1: SCENARIOS

Based on the current situation, two scenarios seem likely during the period 2021-2025, both of which reflect the set of challenges that Burkina Faso is currently facing, but differ in terms of the state's resilience and capacity to adequately address these:

In a negative, but realistic scenario, Burkina Faso will continue to struggle with instability, de facto ceding control over peripheral provinces to terrorist groups in the North and the East, as the country seeks to consolidate its presence in the rest of the country. In the short run, it is highly likely that the instability will spread to parts of the West and South of the country. Although weakened, the state will retain its resilience, its legitimacy and its political coherence; it will continue to function, and will be able to carry out reforms and uphold rule of law over most of the country. In the short to medium term, the economic fall-out from the COVID-19 pandemic could lead to a recession that would undermine the capacity to finance reforms making the country more dependent on external aid. It would also further weaken the social contract.

In a worst-case scenario, Burkina Faso will find it increasingly difficult to handle the threat from terrorist groups, who will succeed in establishing footholds in many parts of the country, as the instability, ethnic violence, social unrest and general disenfranchisement and dissatisfaction with the government will spread to most, if not all, of the peripheral provinces and regions. The state's ability to uphold the rule of law will be limited to the "Mossi-tribe heartland" (and some enclaves around major population centres) at the centre of the country, whereas security and development will by default gradually be outsourced to international actors. This will erode the state's legitimacy and the consolidation of the democratic transition in the country, and could lead to complete fragmentation along tribal and ethnic fault lines and allegiances.

The economic consequences of the COVID-19 pandemic will further weaken the social contract and undermine the state, even in areas where the support of the population currently remains high.

The actual trajectory for Burkina Faso may end up a combination of the two scenarios, influenced by several important factors, such as the outcome of the next elections (expected November 2020); the effect of the COVID-19 pandemic; the handling of the unfolding humanitarian crisis; and especially, the capacity of the state (and neighbouring states) to handle the threat from national and regional armed groups.

It is important to recognise the relative resilience of Burkina Faso's political system despite the increased violence and insecurity, which could have led to a full-blown political crisis already. Safeguarding the country's democratic institutions will require that structural challenges be addressed, so the state is actually able to deliver on other parameters besides security, i.e. socio-economic development and governance.

Denmark will closely monitor the situation in Burkina Faso. In the event that the situation verges towards the worst-case scenario, Denmark will, along with likeminded bilateral and multilateral partners intensify the dialogue with Burkina Faso and develop joint measures to respond to the situation. In this regard, the built-in flexibility of the Danish engagement with Burkina Faso for the period 2021-2025, will allow Denmark to adapt its engagement in response. This could mean re-allocating resources from state to non-state actors, reconsider geographical targeting and delivery modalities of development investments, and identification of new engagements, partners and instruments suited to a worsened security, humanitarian and/or political situation. Despite the difficult security context, and possible necessary adjustments during implementation, it is fully expected that significant development outcomes will be delivered under the new country programme in Burkina Faso, commensurate with the large development investment that will be mobilized.

COVID-19 IN BURKINA FASO

The COVID-19 pandemic is exacerbating many of the existing challenges in Burkina Faso. Annual growth rates are poised to fall from 6% to 2% (in 2020), and could lead to a rare recession. Burkina Faso's biggest export is gold, but mining production is being hit hard, and new barriers to global supply chains and transport networks has affected exports. With the closure of borders and the introduction of social distance measures, the economic activity fell dramatically.

The most important medium to long-term impact of COVID-19 seems to be at the socio-economic level. The decline in economic growth and revenues will hamper the government's efforts to finance and implement reforms and ensure basic service delivery. Many Burkinabe could either lose their jobs, or see their income decrease, as national and regional demand fall, which could lead to a rise in national poverty levels. Initial household data indicate around 10% of people working before the outbreak are not working after the reopening of the economy, and the economic slowdown due to COVID-19 has resulted in an economy wide reduction in income. As the crisis develops and the fall-out from COVID-19 becomes clearer, we will adapt the engagements to respond, particularly to the socio-economic consequences, which are expected to be long-term.

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3. DANISH POLITICAL PRIORITIES, PAST ACHIEVEMENTS AND STRENGTHS

Burkina Faso is hit by both a national and a regional crisis in the Sahel, where a regional spillover has exacerbated national challenges, and vice versa. A stable Sahel and a stable, thriving Burkina Faso is an end in itself. At the same time, it is also a means to ensure stability in an important sphere of interest for Denmark and Europe, which is an overarching Danish political priority. Denmark, whose extensive commitment includes long-term development efforts and humanitarian assistance, as well as regional stabilisation efforts and contributions to regional and international operations, has increased its engagement in Burkina Faso and in the Sahel. Denmark engages bilaterally, but also through multilateral institutions, as well as platforms and initiatives at UN and EU-level. This includes the Sahel Alliance, the EU's Partnership for Security and Stability in the Sahel (P3S) and the so-called "Sahel Coalition", which are important instruments to help bring stability to Burkina Faso.

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DANISH PRIORITIES IN THE SAHEL AND BURKINA FASO

Sahel is a potential explosive crisis on Europe's doorstep. Denmark has clear foreign and security policy interests in a stable and resilient Sahel-region and in a more stable and resilient Burkina Faso. Terrorist groups and conflicts between and within population groups have led to instability, displacement and an acute humanitarian crisis. This situation is exacerbated by extreme poverty, high population growth and climate change. If left unchecked, this cycle of instability and displacement could potentially cause people to migrate towards Europe in search of a better future.

In view of this, **Denmark is committed to address the root causes of forced displacement in Burkina Faso and the Sahel.** The situation requires a broad-based approach to displacement, combining short-term humanitarian efforts and long-term development efforts making use of sustainable and innovative solutions to the complex challenges facing host communities.

Denmark's focus on addressing the root causes of displacement in Burkina Faso is fully in line with our global commitment to the Global Compact on Refugees (GCR). The GCR calls for building coherence between humanitarian assistance and long-term development efforts in support of access to services, strengthened resilience and enhanced self-reliance for vulnerable refugees and locals alike, preferably in alliance with likeminded development actors and under the leadership of the affected government.

Denmark will contribute to counter-terrorism and stabilisation in Burkina Faso and the Sahel. Security in the Sahel and Burkina Faso will continue to be a Danish priority. Denmark is currently supporting counter-terrorism and stabilisation efforts in collaboration with France (Opération Barkhane) and other partners, as well as the UN mission in Mali (MINUSMA). In its stabilisation efforts, Denmark will continue to emphasise respect for human rights

within a robust compliance framework as well as the gender perspective as part of the implementation of UN resolution 1325 on Women, Peace and Security (WPS) and SDG5 on gender equality.

Denmark will create hope and equal opportunities for young people in Burkina Faso. The Sahel has one of the world's highest population growth rates. Faced with instability, job scarcity and a lack of access to basic social services such as health and education, there is a risk that the youth no longer see a future for themselves in Burkina Faso. Denmark will help youth take responsibility for their own future and contribute to the countries' development through creation of more decent jobs in Burkina Faso as well as by enhancing youth participation and influence in society.

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Women and girls must be able to influence decisions that affect their lives and should have access to family planning, health care and sexual education. Denmark will work to promote women's sexual and reproductive health and rights (SRHR) in Burkina Faso, also in conflict-affected area where women and young girls are particularly vulnerable.

Denmark will contribute to climate change management in Burkina Faso. The Sahel region is particularly vulnerable to climate change, which reinforces existing challenges of poverty, instability and displacement. In the Sahel, temperature increases are expected to be 1.5 degrees higher than the global average. Denmark's focus will be on strengthening the climate resilience of local communities through improved access to clean water, integrated water management and climate smart solutions for agriculture. Danish investments and collaboration with national authorities in the water sector will help deliver clean water to hundreds of thousands.

Denmark will work for an effective international response and coordination in the region as a whole and in Burkina Faso. Denmark is well-positioned to contribute to this based on long lasting relations and significant achievements in Burkina Faso, a strong global commitment and partnerships with a wide range of stakeholders.

Denmark is committed to contribute to realising the Sustainable Development Goals (SDGs) globally and to support fragile countries, not least in Europe's neighbouring regions such as the Sahel, where cooperation has an impact on Danish and European strategic interests.

The situation in Burkina Faso and the Sahel constitutes a protracted crisis, which calls for responses to the security and humanitarian crisis as well as for a more structural and long-term approach to tackle underlying risks and drivers of conflict, fragility and instability. **Denmark will work to operationalise the HDP nexus** with a flexible combination of humanitarian, development and stabilisation instruments in order to address different dimensions of crises and provide responses according to how different parts of the country and the region are affected.

These priorities build on strong past achievements in the long-lasting partnership with Burkina Faso, focused on development cooperation. This has included support to national institutions, the private sector and civil society partners, which has strengthened their resilience and ownership, enabling them to deliver important results.

4. STRATEGIC OBJECTIVES FOR DENMARK'S PARTNERSHIP WITH BURKINA FASO

The coming years will be crucial for Burkina Faso to stabilise the security situation, safeguard peace and effectively deliver results on poverty reduction and shared growth in the longer term. The strategic objectives outlined below present the operationalisation of key Danish political priorities with a point of departure in areas where Denmark and Burkina Faso have policies and interests that converge.

4.1. STRATEGIC OBJECTIVE 1: ENHANCE SECURITY, RULE OF LAW, HUMAN RIGHTS AND EFFECTIVENESS OF NATIONAL INSTITUTIONS

Main UN SDGs contribution: SDG 5 (gender equality), SDG 10 (reduced inequalities), SDG 16 (peace, justice & strong institutions), SDG 17 (partnerships).



To prevent a further escalation of conflict and to contribute to global and regional efforts against terrorism, and thereby address some of the underlying causes of refugee flows, internal displacement and potentially irregular migration towards Europe, Denmark will continue to assist the government of Burkina Faso in upholding peace and stability.

The safeguard of security, rule of law and protection of basic human rights are the foundations of long-term stability. They are also core functions and obligations of the state and vital to uphold its authority and legitimacy. Failure to deliver equal access to basic services can nurture grievances, inflame tensions and deepen disappointment with the government. It is crucial to strengthen the population's confidence in and engagement with public institutions by enhancing state capability and responsiveness. At the same time, the vibrant civil society in Burkina Faso has a critical role to play in holding the state accountable, a role even more important with a state under strong pressure.

SUSTAINABLE PEACE AND STABILITY

Denmark will continue to be engaged in countering cross-border threats such as terrorism and organised crime in the Sahel region through military engagement and strong stabilisation efforts, such as the Danish Peace and Stabilisation Fund. This will be done in close partnership with allies and multilateral initiatives such as the Sahel Coalition, including the Sahel Alliance and the P3S-initiative, and with an emphasis on ownership by national governments in the region, notably through the institutional framework of the G5 Sahel.

As illustrated by the dramatic increase in the number of IDPs in Burkina Faso, if the provision of security is not guaranteed, the crisis is likely to worsen as humanitarian needs continue to grow, undermining the legitimacy of the state. Denmark will contribute to provide an appropriate security and military response through joint international regional responses and continued bilateral support to national security institutions with a particular focus on promoting human rights compliance, integrity and accountability. Conflict sensitive programming of development engagements designed to generate longer-term stability and resilience will be adopted.

RULE OF LAW, ACCESS TO EFFECTIVE JUSTICE AND HUMAN RIGHTS PROTECTION

A cornerstone of the recent democratic transition process in Burkina Faso was the consensus around the need for judicial reform and the promotion of international human rights standards.

Denmark will continue to promote democratic rule of law as a key element to establish a legitimate framework within which state and societal actors interact in a mutually respectful way, guided by the rights, duties and obligations laid down in international law. We will focus on ensuring that both citizens and government are subject to the law by consolidating the independence of the judiciary as well as other accountability mechanisms such as the National Human Rights Commission. In our bilateral efforts in this area, we will seek synergies and close coordination with support provided by the Danish Institute for Human Rights.

Denmark will also continue to strengthen civil society through the provision of long-term support to consolidate local capacity to voice citizens' concerns and engage with society at large on issues related to the promotion of human rights, inclusive decision-making, social cohesion as well as gender equality and SRHR. There will be a focus on the participation of youth in civil society activities, not least in relation to conflict prevention, to develop effective strategies to counter violent extremism and promote dialogue and reconciliation. Faith-based actors will also be involved in preventing jihadists' exploitation of religious and ethnic differences. Danish civil society organisations (CSOs) – strategic partners as well as those receiving grants through pooled funding schemes – will be important partners for such efforts bringing added value with their peer-to-peer capacity development approach.

We will continue to be active in establishing partnerships with likeminded partners that are active in promoting democracy and human rights. Our partnerships with the UN system, notably UNDP, OHCHR, UNFPA and UNICEF, will be particularly valuable in terms of promoting and upholding international norms and standards in these areas and will serve as a contribution to our policy dialogue to ensure that the country's achievements are consolidated. For example, the government of Burkina Faso has internationally supported the fight against female genital mutilation, which is now embodied in its national law and policy. Delivering results on SRHR and the 1325 WPS agenda will be central to our dialogue with government and relevant development partners.

Denmark will contribute to provide an appropriate security and military response through joint international regional responses and continued bilateral support to national security institutions with a particular focus on promoting human rights compliance, integrity and accountability.

LEGITIMATE AND CAPABLE INSTITUTIONS

It is of key importance to the long-term stability of the country that the state demonstrates that it is capable of taking responsibility for its citizens. Building capacity for an accountable and fair provision of key public services will be a central element in Denmark’s engagement in Burkina Faso in order to establish a broad legitimacy centred on the state. This approach will be applied in critical sectors where Denmark already has a good record of accomplishment of established partnerships with the government such as security, justice and water and sanitation.

Where possible, we will support national systems for the delivery of basic services and strengthen their capacity to take into account specific vulnerabilities and plan for more sustainable long term responses. We will seek to develop flexible and responsive modalities by engaging with stakeholders at subnational levels to encourage bottom up change processes.

4.2. STRATEGIC OBJECTIVE 2: PROMOTE LOCAL COMMUNITY RESILIENCE AND NATIONAL ECONOMIC RESILIENCE

Main UN SDGs contribution: SDG 1 (no poverty), SDG 2 (zero hunger), SDG 8 (decent work & economic growth), SDG 10 (reduced inequalities), SDG 17 (partnerships).



There is an urgent need to protect and improve livelihoods in Burkina Faso. We must create opportunities by promoting resilience at community and national level, and by adapting our efforts to the fragile context. A key ambition is to protect and create jobs, with a special emphasis on women and youth.

The ongoing humanitarian crisis underlines the need to provide swift responses to emergency needs in areas directly affected by conflict, instability and displacement. Denmark is committed to the principle of “leaving no one behind” in extreme poverty and vulnerability and will therefore pay special attention to the needs of the most vulnerable and disadvantaged people, including IDPs and their host communities. This will improve the livelihoods of the most affected populations, and strengthen the resilience of local communities to prevent conflicts between host populations and IDPs.

At the national level, we will strengthen the economic resilience by providing opportunities for growth and addressing the aspirations of the population at large, through employment and job creation. This will be an important instrument to reduce poverty and promote stability.

LOCAL COMMUNITY RESILIENCE

In a context of humanitarian crisis and chronic food insecurity in many regions of the country, support to community resilience may include aspects such

as access to food and water, access to income and employment, local decision-making structures, and local mediation mechanisms related to competition for scarce resources. Humanitarian approaches implemented may lay the foundations for longer-term development and peacebuilding through simultaneous interventions, or the different instruments may be adapted as crisis emerges, intensifies or contracts. This will require flexible programming and funding. Short-term responses to emergency needs should ideally promote resilience building and development efforts, by involving communities, local authorities and relevant national institutions as much as possible.

Denmark's support to strengthen local resilience in the nexus between humanitarian and development assistance will be implemented through various actors such as multilateral organisations and Danish CSOs with a dual-mandate capacity to work both within humanitarian aid and development assistance. Organisations that hold expertise and capacity in promoting SRHR and sexual and gender based violence (SGBV) in crisis and conflict affected contexts will be called upon to contribute their expertise.

Supporting local community resilience will be a new direction for Denmark's bilateral development engagement in Burkina Faso. It will focus on achieving results in the near term and benefits to local communities most at risk due to the current instability and insecurity in the country and the adverse impact of climate change. International experience from other conflict-affected situations will inform important programmatic choices concerning targeting, geographical risk analysis, how to work in zones at risk, and the selection of appropriate supervision modalities. Social protection, or social safety nets, will be integrated in relevant engagements. Social safety nets in communities are context specific, but in Burkina Faso they are often interdependent with employment in, or linked to, agricultural production. In order to promote sustainability, we will use social safety nets to build productive individual and community assets for example skills, savings groups and small-scale infrastructure, thereby contributing to long term job creation. Denmark co-funds the Sahel Adaptive Social Protection Programme implemented by the World Bank, which has a regional scope including Burkina Faso. Possible synergies with the World Bank and other partners active on strengthening social protection and resilience in Burkina Faso will be explored.

With an objective of conflict prevention, interventions will also address the inherent conflicts between pastoralists and farmers, one of the most important drivers of conflict in Burkina Faso and the Sahel. Local conflicts over land and water have intensified further due to a combination of climate change and lack of security provision. Conflict mediation and resolution may involve for example links between customary and formal justice systems, local water user groups, and other local stakeholders. Engagements will be informed by and seek synergies with Danish civil society strategic partners with localized capacity and expertise working on issues of pastoralism and local conflict.

NATIONAL ECONOMIC RESILIENCE

Denmark will continue to support national economic growth and resilience, with a focus on the primary employment-generating sector of the economy, agriculture. Even if the national economy is hit by external shocks - e.g. a

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drop in international gold or cotton prices, or constraints to export and supply chains as evidenced by the COVID19 crisis - the agriculture sector remains the foundation of employment for around 80% of the active population. Due to regional and national demand, Burkina Faso's comparative advantage is to a large extent in agriculture. Private sector development in agriculture has the potential to reach a large number of subsistence farmers and vulnerable poor in a sustainable manner. Effective private sector led instruments have been developed under the current country programme which can be built on in the new bilateral engagement, where synergies with community resilience interventions will also be explored. Investments in agro-business has to date led to both professionalization of management and quality improvements in production processes, including on-the-job training and skills improvement among workers and entrepreneurs. Women, IDPs and vulnerable regions will be prioritised under this objective, as will green investments.

Engagements on economic growth and job creation will apply a conflict lens. Creation of economic opportunities and employment builds resilience, reduces inequality, and can help mitigate conflict.

4.3. STRATEGIC OBJECTIVE 3: SUPPORT TO CLIMATE CHANGE ADAPTATION

Relevance for UN SDGs: SDG 1 (no poverty), SDG 2 (zero hunger), SDG 6 (clean water and sanitation), SDG 13 (combat climate change), SDG 17 (partnerships).



Many conflicts in Burkina Faso are related to access to and management of natural resources such as land and water that form the foundation of the livelihood of most Burkinabe. Climate change is in this context a conflict- and a risk multiplier. The rural population is increasingly experiencing water scarcity, unpredictable agricultural output and subsequent rising food insecurity, thus threatening their livelihood and forcing an increasing number of people to migrate. This is especially true for the poorest and most vulnerable part of the population, who often reside in the most underdeveloped, conflict-ridden and arid areas of the country, and who are the most likely to be affected by the impact of climate change.

If poorly managed, water can be a major driver of conflict, displacement and local unrest. Conversely, adequate management of water especially with a view to manage the negative consequences of climate change through necessary adaptive measures is paramount for the development of Burkina Faso.

In line with the Danish priorities for a greener development cooperation, we will use multiple instruments to support climate change adaptation to help the most vulnerable parts of the population. The effects of climate change

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with respect to water availability are targeted within the national programme on water resources management, and specific support in this area will be channelled through the national programme. Complementary initiatives supporting climate-smart agriculture are envisaged, linked to agriculture focused engagements.

The support will contribute to significantly increase access to clean water and sanitation and to improve water resources management to strengthen resilience and improve the livelihood of the population. We will give priority to further refine mechanisms related to solving water related conflicts and to develop water related climate change adaptation measures.

BOX 2: OVERVIEW OF DENMARK'S MOST IMPORTANT INSTRUMENTS IN BURKINA FASO

- Political dialogue, including through the EU
- Political Initiatives (G5, Sahel Alliance, P3S - Partnership for Security and Stability in the Sahel)
- Military instruments (Barkhane)
- Bilateral development cooperation
- Peace and Stability Fund: Regional Sahel Peace and Stabilisation Programme
- Climate instruments, including the regional programme on climate and fragility
- Other regional programmes and initiatives, including the Africa Programme for Peace (APP) and the Sahel Adaptive Social Protection Programme
- Strategic Partnerships with Danish CSOs (DRC/DDG, Save the Children, PlanBørnefonden, Oxfam IBIS, Caritas, IMS)
- Human Rights and Democracy Partnerships (DIPD and DIHR)
- Humanitarian aid (multilateral organisations and Danish CSOs)
- EU Institutions, including EU Trust-Fund for stability and migration in Africa
- Research funds (Danida Fellowship Centre)
- Multilateral organisations, funds and programmes, including earmarked funding to UN agencies (UNDP, UNFPA, UNICEF) the World Bank, and the African development bank
- Financial instruments (IFU, including Danida Sustainable Infrastructure Finance)

5. MONITORING OF THE STRATEGIC FRAMEWORK

It will be the joint responsibility of the Embassy of Denmark in Ouagadougou and relevant departments of the Ministry of Foreign Affairs (MFA) in Copenhagen to monitor and evaluate the results of Denmark's engagement in Burkina Faso. Annual dialogue meetings with the management of the MFA will provide strategic direction and assess the relevance of interventions and the need for adjustments based on developments in scenarios and risks. Due to the highly volatile situation, an adaptive and iterative approach will be adopted as a general principle. This includes rapid feedback loops to connect implementation to learning and decision-making. Programme monitoring, analysis of trends and developments in Burkina Faso, and evidence-based learning will be used to make timely adjustments to the Danish engagement as needed, including the choice of implementing partners and modalities. We will involve national partners in this process to ensure local ownership of potential shifts in focus or content of interventions. The overall strategic objectives and indicators will provide a common basis that can promote coherent interventions across the HDP nexus.

We will seek to undertake analyses together with other like-minded partners (e.g. the EU, WB, UN as well as strategic CSO partners), which will help us conduct an overall risk analysis. We will have a special focus on relevant instruments, modalities, geographical areas and sectors that are relevant to the implementation of the Strategic Framework. Scenarios that include mitigating measures and alternative approaches will be built into new engagements.

The overall risk assessment will be anchored at the Embassy in Ouagadougou and will be part of a light-touch review of the bilateral development cooperation carried out once every year. This mechanism will assess achievements on planned outcomes and help make informed decisions, in consultation with development engagement partners. It will also provide a basis for defining new partnerships and interventions of the portfolio for Burkina Faso and assessing how the bilateral development engagements relate to other Danish instruments.

The Embassy will explore the feasibility and options for applying remote monitoring through the use of Geo-Enabling Monitoring and Supervision (GEMS). It is foreseen to engage a third party monitoring and evaluation team to assist it with ensuring that the assessments outlined above are of high quality. This will include validating data provided by implementing partners and verifying assumptions and risks on a regular basis. This team will help develop mechanisms for social auditing involving communities and assist in developing and implementing a strategy for communication on achieved results and outcomes.

6. THE BILATERAL DEVELOPMENT PROGRAMME

This chapter outlines the strategic focus areas of the bilateral development programme for Burkina Faso 2021-2025.

PRIORITIES AND STRATEGIC CONSIDERATIONS FOR THE BILATERAL DEVELOPMENT PROGRAMME

The bilateral development engagements will address fragility in a dynamic manner aiming at a combination of short-term achievements and long-term change processes, directly contributing to overall Danish policy priorities. The geographical targeting of bilateral development engagements will be based on opportunities to strengthen conflict prevention efforts that can contribute to tackling underlying risks and drivers of conflict, fragility and instability. If the security situation in a given area becomes too critical to apply a development approach, we will consider other instruments. Contingency financing arrangements through a substantial reserve of unallocated funds will provide an additional level of flexibility to address unforeseen developments that could otherwise derail the achievement of the strategic objectives.

Providing support to effective and legitimate state institutions will be an important element in our bilateral development engagements and we will strive towards aligning our bilateral support to the national development plan as well as national sector strategies and policies. At the same time, we will continue to build on the strong drivers of resilience within communities, civil society and the private sector. Besides support to the implementation of concrete activities in Burkina Faso, our bilateral engagements will serve as a strong entry point for political dialogue with national partners and a contribution to Denmark's strategic dialogue with multilateral partners.

With a view to addressing inequality concerns, engagements will aim to prevent discrimination and marginalisation of particular categories of rights holders with specific attention given to women, youth and minorities. Furthermore, engagements will help empower vulnerable groups. In order to be more responsive to youth concerns, we will explore options for consulting youth led organisations throughout the lifecycle of the bilateral engagements.

DEVELOPMENT ENGAGEMENTS IN SUPPORT OF RULE OF LAW, HUMAN RIGHTS, PEACE AND STABILITY, GENDER EQUALITY AND SRHR

In support of the first strategic objective, the bilateral development programme will focus on preventing the escalation of violent conflict and addressing structural causes of conflict and fragility such as inequality, injustice and very high demographic growth. The following engagement areas contributing to this strategic objective are envisaged.

Fair, equitable and accessible administration of justice for all

Denmark will pursue its support to national rule of law and human rights

institutions to ensure that the government has the capacity to comply with its obligations to protect the equal rights of all citizens. This will include continued support to strengthen the functioning and performances of the judiciary, including by enhancing oversight and accountability mechanisms. We will furthermore pay special attention to improving access to justice, particularly for vulnerable groups, by strengthening capacity at both central and local levels, ensuring better linkages between informal and formal institutions, and building mutually supportive relations between them to enhance the effectiveness of justice, reconciliation and local governance mechanisms.

The promotion of mediation mechanisms will be explored in relation to criminal and civil justice, including cases regarding land rights, which is one of the areas that leads to most disputes and conflicts. In this context, Denmark can bring added value to a large land rights reform initiative that the World Bank is planning to engage in. Denmark's human rights based approach and special focus on ensuring protection for vulnerable groups such as women, minors and marginalised groups is complementary to other development partners' planned interventions to make the chain of justice more effective e.g. the EU in relation to the P3S.

Effective and human rights compliant policing

Denmark has established itself as a frontrunner when it comes to promoting principles of human rights and good governance within the security sector in Burkina Faso and building trust between security forces and local communities. However, these efforts need to be continued in order to consolidate achievements. Support will aim to make the national police and gendarmerie more accessible, effective and responsive, and ensure that their work is compliant with human rights standards. This will directly contribute to prevention of conflicts by responding to grievances that relate to perceived or real injustices due to abusive behaviour of security forces. In addition, Denmark will pay special attention to promoting integrity and accountability mechanisms and to enhance the protection of vulnerable groups e.g. through a special focus on gender equality and women and children's rights in the security sector.

Civic engagement to promote human rights and social cohesion

Denmark is one of the main partners that has provided institutional support to national civil society organisations over the years, which has been critical for building stronger organisations that are able to mobilise people and hold power holders accountable. Furthermore, Denmark supports a strong, vocal, independent and diversified civil society through mutually committing partnerships between civil society actors in Denmark and in Burkina Faso. Experience has shown that it is essential to support local associations and organisations in carrying out their own strategies to make the voices of civil society heard, but there are currently relatively few donors in Burkina Faso that provide this kind of support. In the current context, civil society can fulfil a constructive role, giving opportunities for a wider range of society to be actively engaged in voicing their concerns and influencing decision-making. Through its bilateral engagement, Denmark will continue to support the expansion of the role and capacity of civil society and the population's ability to freely express their attitudes and opinions and participate in democratic processes with a

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special focus on organising young people to play an active role in society. This includes initiatives focusing on promoting human rights that can build bridges across society and promote peaceful conflict resolution. We will give special attention to preventing conflicts related to management of natural resources such as land and water, as well as artisanal mining.

Gender equality and women's empowerment

Promoting gender equality has always been a priority in Denmark's cooperation with Burkina Faso. However, despite some progress such as the adoption of various legal measures to improve gender equality and the protection of women's rights, many gender inequalities and disparities persist in all areas of economic, political and social life. Therefore, it is still relevant for Denmark to provide targeted support in this area, although gender equality will also be integrated into all other engagements. In Burkina Faso, a number of donors have joined forces to promote gender equality initiatives through a Gender Equality Fund that has existed for more than a decade. Denmark has been one of the main contributors to this fund, which has proven to be a good platform to support both government institutions and civil society on a wide range of issues such as SGBV, SRHR, women's social and economic empowerment and political participation. Denmark will continue to support this kind of flexible mechanism that can take into account emerging concerns, including women in conflict prevention and peacebuilding.

Sexual and reproductive health and rights

SRHR will be a primary focus of Denmark. Strengthening SRHR is not only right in principle, but provides an important mechanism for addressing the extremely high demographic growth rate and the pressure this puts on society, systems and national resources. Denmark will work closely with other development partners, including UNFPA, on strengthening national capacities to promote girls and women's right to freely decide on matters related to their sexuality, the number and spacing of their children and to have access to the information, education and means to enable them to exercise these rights. Denmark will also support the government in developing effective strategies to respond to the specific sexual and reproductive health needs of girls and women living in emergency situations. Through multilateral instruments, Denmark contributes to UNICEF, Global Partnership for Education and Education Cannot Wait that all have dedicated education programs in Burkina Faso. This includes a focus on girls' education, which is an important long-term investment also for the SRHR agenda.

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DEVELOPMENTS ENGAGEMENTS IN SUPPORT OF COMMUNITY RESILIENCE AND CLIMATE-SMART ECONOMIC GROWTH

In the present situation characterised by reduced agricultural yield and growing food insecurity and an increasing part of the country threatened by conflict and insecurity, Denmark will reorient part of its bilateral support to addressing the pressing needs of rural communities to strengthen their resilience. Sensitivity to local dimensions of conflict will inform the interventions. We will continue to provide support to boost productivity, competitiveness and job creation, especially small and medium size enterprises in the agricultural and agro-industrial sector, to support economic growth and poverty reduction in a medium and long-term perspective.

EXPECTED OUTCOMES OF BILATERAL SUPPORT TO RULE OF LAW, HUMAN RIGHTS, PEACE AND STABILITY, INCLUDING GENDER EQUALITY AND SRHR:

- Improved access and quality of justice provision
- Enhanced effectiveness and human rights compliance of security forces
- Increased civic engagement, especially among women and youth, for the promotion of human rights and social cohesion
- Improved political, social, economic and health status of women
- Decreased fertility rate, especially among adolescent girls

Three engagement areas are foreseen, primarily targeting the economic growth and resilience objective, but contributing to all three strategic objectives of the strategic framework.

Strengthened community resilience and social protection

There are opportunities of building social protection or social safety nets into an agriculture program focused at the community level, in response to the current challenges confronting local communities in rural areas. Local resilience includes many aspects, including access to water, food security, employment, social cohesion and governance. Activities may entail small-scale community infrastructure generating employment, increasing agricultural productivity, reducing climate-related risks and supporting community ownership and decision making structures. We will focus on urgently addressing the needs of most vulnerable rural communities, while also ensuring sustainability and building longer-term resilience. We will give special attention to training in basic skills and technologies used by small-scale farmers, including IDPs, to improve productivity and livelihoods and to strengthen resilience to climate change impacts in arid areas.

Job creation and agricultural growth

In the absence of a structured access to extensive services in the agricultural sector, Danish bilateral support has contributed to developing effective private sector led instruments, which focus on inclusiveness and access to business development in agro-business and agricultural value chains, with impact on job creation.

We will continue this support, including actions aiming at providing climate change adaptation and green solutions tailored for agricultural producers and processors. It is expected that by leveraging the increasing knowledge of climate change effects, including those related to water resources, we can encourage climate-smart and energy efficient solutions for agricultural production activities and in the agro-industrial sector.

The focus on promoting support to women and youth through particular instruments will be further enhanced.

Enhanced access to credit for agricultural and agro-industrial enterprises

Access to finance constitutes a major challenge for new and already established SMEs. Due to climate related uncertainty affecting annual agricultural yield, weak business management capacity in especially SMEs, and the poor organisation of the value chains, the financial sector in Burkina Faso has always been risk-averse towards providing loans to enterprises in the agricultural sector. This has hampered enterprises in growing or introducing new technologies and creating new jobs. Collaboration with national private banks and other financial institutions will be continued with the aim to assist them in providing sustainable and adapted responses to the funding needs of private actors. The purpose is to maximize employment impact in the agriculture sector, including through the multiplier effect of agro-business sourcing production from rural zones creating broad-based growth. A link will be created with the engagement on community resilience in order to support farmers, organisations and more vulnerable population at the grass root level. National private banks will be strongly encouraged to continue granting of credits to microfinance institutions.

DEVELOPMENT ENGAGEMENTS IN SUPPORT OF ACCESS TO WATER AND SANITATION SERVICES, AND INTEGRATED WATER RESOURCES MANAGEMENT

Access to clean water, sanitation and hygiene services are under pressure, both in general terms due to the high fertility rates amplified by the adverse impacts of climate change, and more specifically by the growing number of IDPs settling in safer urban environment. The many IDPs have already put significant additional pressure on water resources and this is augmenting the conflict risk between host communities and IDPs.

A guiding principle for Denmark's engagement will be to gear the planned interventions towards strengthening the HDP nexus combining water, sanitation and hygiene humanitarian responses with interventions that build resilience and long-term sustainability. Denmark, through UNICEF and the national water authority, has already taken action to support IDPs and host communities in crisis-affected regions, where provision of water and sanitation services is challenged.

Three engagement areas are envisioned with a thematic focus on water, contributing to all three objectives of the strategic framework:

Equitable public water supply services delivery

Denmark has long experience in the water sector in Burkina Faso and has substantially contributed to enhancing water supply and sanitation coverage in rural areas. Over the years, Denmark has played a lead role in developing and implementing a national sector investment programme, which today constitutes the framework within which government water sector funding and most sector contributions provided by other development partners are planned. The sector-wide approach has further contributed to technical skills development and capacity building in key public and private institutions, leading to

a well-performing national water utility and a broad range of capable private enterprises contributing to the water and sanitation sector's performance and providing job opportunities and income to men and women.

In line with the Danish priority of increasing the number of people with access to clean water in areas adversely affected by climate-change, this support will be continued with the overall perspective of reducing poverty (more than half of the rural population lives without access to clean water), enhancing resilience in local communities and restoring confidence in the state as provider of basic social services.

EXPECTED OUTCOMES OF BILATERAL SUPPORT TO ECONOMIC GROWTH AND COMMUNITY RESILIENCE:

- Agricultural enterprises have increased productivity, job creation through quality advisory services and business development
- Access to finance eased for agricultural production and agro-processing enterprises (leading to private sector growth and job creation)
- Quick responses and support have been provided to communities whose resilience and livelihood is challenged by insecurity and the effects of climate change

The Danish support will be channeled through the national investment programme, favoring support to rural communities with no access to clean water. To allow flexibility to respond to emerging needs tied to an accelerating humanitarian crisis (e.g. internal displacement), a substantial unallocated financial envelope will be included in the engagement. The water sector includes local and regional technical maintenance structures with technicians trained and/or certified by the water ministry, where institutional training capacity will be strengthened to improve technical skills in the system at different levels. Another instrument that may be mobilized is Danida Sustainable Infrastructure Finance, a highly concessional (50%) lending instrument that could be leveraged for infrastructure investments for example for access to water in urban and peri-urban areas.

Improved Sanitation Conditions in rural Areas

Provision of clean water alone does not lead to better health standards. Today 3 out of 4 people have no access to adequate sanitation facilities in Burkina Faso. Better hygiene practices and promotion of adequate sanitation facilities in communities are paramount as accompanying measures to water supply to improve health benefits in general and more specifically to minimize the risk of waterborne diseases, which could lead to epidemics, further jeopardizing the resilience of the population. Women and youth constitute a main target group for these activities with potential synergies with the SRHR related engagements.

Based on the positive ongoing experiences gained through a programme funded jointly by Sweden and Denmark, and a project implemented in collaboration with UNICEF, we envision continuing to support the improvement of sanitation conditions, with a priority given to urgently addressing seriously strained capacities in host communities of IDPs.

Strengthened Integrated Water Resource Management and Adaptation to Climate Change

In a fragile and water scarce Sahelian environment, minimizing and addressing the risks of climate change is largely about water. A functional legal, regulatory and institutional framework for managing water resources in an integrated manner constitutes a prerequisite to peacefully and equitably address the distribution of the scarce water resources. Already today, climate change negatively affects the livelihood of especially poorer rural communities, who are depending on agricultural and livestock activities, and is increasingly a driver of conflict between communities and different water user groups.

The Danish support to the implementation of the national Integrated Water Resources Management Plan, an important tool to ensure equitable distribution of water resources that has proven its worth, will be continued. The focus will be on further strengthening the institutional framework and the mechanisms for preventing and resolving water related conflicts. Local water user groups have proven a strong example of effective local mediation mechanisms in potential conflict situations. The Danish support will further have a clear focus on identifying climate change related to water with a view to enabling implementation of adaptive measures.

Local water user groups have proven a strong example of effective local mediation mechanisms in potential conflict situations.

EXPECTED OUTCOMES OF BILATERAL SUPPORT TO WATER AND SANITATION, INTEGRATED WATER RESOURCE MANAGEMENT AND WATER-RELATED CLIMATE CHANGE ADAPTATION:

- Livelihood and resilience of rural populations is enhanced through provision of clean water to unserved or under-served communities
- Livelihood and resilience of rural populations is improved through hygiene sensitisation and promotion of adequate latrines
- IDPs benefit from access to water and sanitation services thus minimizing conflicts with resident urban host populations
- Local mechanisms for regulating distribution of water resources in place in all basins and sub-basins and number of water related conflicts have diminished
- Enhanced climate change adaptive measures related to water implemented

BUDGET FOR THE BILATERAL DEVELOPMENT PROGRAM – BREAKDOWN AS PER FINANCE ACT 2020

Enhance security, rule of law, human rights and effectiveness of national institutions	250 million DKK
Promote local community resilience and national economic resilience	350 million DKK
Support the development of climate-change adaptation measures, and improved access to water resources	450 million DKK
Total	1050 million DKK

* Budget line headings are different from those of Finance Act 2020 (good governance, agriculture/growth and water/sanitation), corresponding to the three strategic objectives of the Burkina Faso Strategic Framework. There are strong synergies between strategic objectives; large investments in equal and fair access to water resources contribute directly to climate change adaptation, but also to enhanced security and effectiveness of national institutions through basic social service provision and state legitimacy.

ANNEX 2: KEY FIGURES FOR BURKINA FASO

INDICATOR	VALUE	YEAR	SOURCE
Key Economic Data			
Surface area (square km, thousands)	274.220 km ²	2018	WB WDI
Population	19,751,535 million	2018	WB WDI
Gross Domestic Product, GDP (current USD)	14.1 billion USD	2018	WB WDI
GDP Growth (annual pct.)	6.8	2018	WB WDI
GDP per capita (current USD)	715.1 USD	2018	WB WDI
"Ease of doing business"- index	No. 151	2019	WB WDI
General government final consumption expenditure (pct. of GDP)	26.7 pct.	2018	WB WDI
Tax revenue (pct. of GDP)	17.2 pct.	2018	WB WDI
Net ODA received per capita (current USD)	56.2 pct.	2018	WB WDI
Net ODA received pct. of GNI	7.9 pct.	2018	WB WDI
Current account balance, pct. of GDP	-7.3 pct.	2017	WB WDI
Total debt service (pct. of GNI)	1.0 pct.	2018	WB WDI
Inflation, consumer prices (annual changes in pct.)	-3.2 pct.	2019	WB WDI
Key Social data			
Population growth (annual pct.)	2.9 pct.	2018	WB WDI
Life expectancy at birth, total (years)	60,8 years	2017	WB WDI
Population ages 15-64 (pct. of total population)	52.6 pct.	2018	WB WDI
Urban population (pct. of total population)	29.4 pct.	2018	WB WDI
Mortality rate, under-5 (per 1,000 live births)	76.4 pr. 1000 live births	2018	WB WDI
Maternal mortality ratio, modelled estimate, per 100,000 live births	320.0 pr. 100.000 live births	2017	WB WDI
People using basic drinking water (pct. of total population)	47.9 pct.	2017	WB WDI
Physicians (per 1,000 people)	0.1 pr. 1000 people	2016	WB WDI
Prevalence of HIV, total (pct. of population ages 15-49)	0.7 pct.	2018	WB WDI
School enrolment, primary (pct. gross)	96.1 pct.	2018	WB WDI

(CONTINUED)

INDICATOR	VALUE	YEAR	SOURCE
Poverty headcount at USD 1.90 a day (2011 PPP)(pct. population)	43.7 pct.	2014	WB WDI
Income share held by lowest 20 pct.	8.3 pct.	2014	WB WDI
Key Environment data			
Forest area (pct. of land area)	19.3 pct.	2016	WB WDI
People using at least basic sanitatino services (pct. of population)	19.4 pct.	2017	WB WDI
CO ₂ emissions (metric tonnes per capita)	0.2 MT. Per person	2014	WB WDI
Renewable electricity output (pct. of total electricity output)	9.4 pct.	2015	WB WDI
Key Human Rights data			
Political rights, 0 - 40 point	23/40	2019	Freedom House
Civil rights, 0 - 60 points	33/60	2019	Freedom House
Number of Human Rights Instrumentes Ratified (out of 13)	12 out of 13	2019	OHCHR

ANNEX 3: STRATEGIC RESULTS FRAMEWORK

IMPACT LEVEL

OVERALL VISION

Peace and stability in Burkina Faso are enhanced with respect for rule of law principles, and poverty and inequality are reduced based on enhanced resilience and sustainable economic growth.

STRATEGIC OBJECTIVES

1. Enhance security, rule of law, human rights and effectiveness of national institutions with a view to containing the escalation of conflict as well as addressing structural causes of fragility through support to international and regional security and stabilization efforts and support to building strong, legitimate public institutions and civil society in Burkina Faso.

2. Promote local community resilience and national economic resilience with the perspective of reducing poverty by responding to local emergency needs and supporting economic growth and creating job opportunities, with focus on youth and inclusive growth.

3. Support the development of climate change adaptation measures to prevent a further deterioration of the living conditions of vulnerable populations by ensuring an increased, more equal and fair access to water resources for all purposes.

INDICATORS AND MEANS OF VERIFICATION (MOV)

1. Security

MoV: SDG 16.1.2 conflict related deaths; OCHA Number of IDPs, Women’s perception of community safety (WPS index).

2. Rule of law, access to justice and human rights

MoV: SDG 16.3.2 Share of unsentenced detainees; Data from Ministry of Justice/V-DEM access to justice; Actual prison occupancy rate, data from Ministry of Justice; SDG 16. a. 1/data from Ministry of Human Rights; Existence of independent national human rights institution in compliance with Paris Principles.

3. Free and inclusive participation

MoV: SDG 16.7.2 ; V-DEM/IIAG: civil society participation; Reported cases of human rights defenders, journalists or other media persons subject to sanctions or political pressure for publication of information, data from national and international CSOs.

4. Gender equality and SRHR

MoV: V-Dem/SDG 5.3.1: Child marriage rate; SDG 5.a.2: women’s equal rights to land ; SDG 5.6.1 FGM rate, Women Peace & Security (WPS) Index.

1. Equality and growth inclusiveness (rural/urban, women/men)

MoV: SDG 10.1 & 10.2 , World Bank Poverty and Equity Data Portal.

2. Agricultural productivity and income of small-scale producers including women increased

MoV: SDG 2.3 , Data from Ministry of Finance, Economy and Development and Ministry of Agriculture.

3. Productive jobs created especially for women and young people

MoV: SDG 8.3 & SDG 8.6 World Bank Databank Jobs/ILO (KILM).

4. Proportion of small and medium scale agro-business enterprises with a loan or line of credit

MoV:SDG 8.3 & SDG 9.3.

5. Percentage of households in need of food aid

MoV: SDG 2.1 World Food Programme monitoring data.

6. Access to basic social services for internally displaced people

MoV: ONEA statistics/Ministry of Water and Sanitation.

1. Access to drinking water: Percentage of population in rural access with access to drinking water and adequate sanitation

MoV: Ministry of Water and Sanitation annual statistics.

2. Number of conflicts related to access to water decreased

MoV: SDG 6.5 Annual monitoring of the implementation of the national Integrated Water Resources Management Action Plan.

3. Climate change mitigation measures have been integrated in basin or sub-basin water resources management plans

MoV: (SDG 2.4 and SDG 13.1) Annual monitoring of the implementation of the national Integrated Water Resources Management Action Plan.

4. Local level mechanisms regulating distribution of water resources in an equitable manner in place and functional

MoV: SDG 6B Annual monitoring of the implementation of the national Integrated Water Resources Management Action Plan.

BURKINA FASO STRATEGIC FRAMEWORK 2021-2025

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