Thirty-fifth session
6 June-1 July 1988, Geneva
Item 5 (b) (iii) of the provisional agenda

PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH COUNTRY PROGRAMME FOR BURKINA FASO

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. At the Government's request, the third country programme for Burkina Faso (DP/CP/UPV/3), covering the period 1983-1986, was extended for 18 months by the Governing Council at its thirty-fourth session in June 1987 (DP/CP/UPV/EXTENSION I). Preparation of the fourth programme began in early 1987 with an internal evaluation of the previous programme. The evaluation concluded that the programme had been highly effective in strengthening the institutions with which it had worked, but that greater attention should be paid in the future to management training at all levels. The strengthening of those institutions' technical capacity, which had been an incontrovertible result of the previous programme, had not been accompanied by a corresponding strengthening of their management capacity.

2. While this evaluation was being carried out, a mission from the Special Programme of Action for Administration and Management (in Africa) visited Burkina Faso to study the country's public service machinery in all its aspects and to identify technical co-operation needs in that area.

* Previous notes by the Administrator on Burkina Faso have been issued as documents DP/GC/UPV/R.1/RECOMMENDATION, DP/GC/UPV/R.2/RECOMMENDATION and DP/CP/UPV/NOTE/3.
3. On another level, several consultants from the United Nations system, together with representatives of other sources of assistance to Burkina Faso, expressed their views as to the detailed provisions that might be included in the national development policies set out in the People's Five-Year Development Plan 1986-1990, particularly in sectoral policies.

4. In addition, given the emphasis placed by the Government on the development and revitalization of the rural sector, the United Nations Development Programme (UNDP) financed a mission by the Food and Agriculture Organization of the United Nations (FAO) to identify a strategy for co-operation in that area.

5. Finally, regular consultations were held between the UNDP office in Ouagadougou and the various United Nations agencies with a view to establishing a detailed inventory of technical co-operation needs in the agencies' various spheres of activity.

6. The conclusions of all these consultations and analyses were included in the Resident Representative's note; the general orientations recommended in that note were then discussed with senior government officials, who endorsed them.

7. Once this support had been obtained, national agencies submitted requests for assistance in accordance with these general orientations. The requests were analysed by both the Ministry for Planning and Co-operation, which has responsibility for the management and co-ordination of external assistance, and the Resident Representative's office, with a view to their possible inclusion in the programme. The proposed programme is the result of this analysis.

II. THE FOURTH COUNTRY PROGRAMME

8. Taking into account the technical co-operation priorities identified in the programming process and the comparative advantages of the United Nations system, the fourth programme has as its central theme the strengthening of the management capacity of the State machinery.

9. Programme activities are planned at three main levels:

   (a) Central management of the State machinery and direction of the economy;

   (b) Management of the principal sectors of the economy;

   (c) Management of development programmes and projects at the field level.

10. At the first level, UNDP assistance will serve to support the process of administrative reform already under way, with particular emphasis placed on laying the foundation for a rational and coherent functioning of government machineries. This assistance will introduce modern methods of administrative and financial management by training civil servants in these areas and will oversee the systematic computerization of government offices.

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11. In so far as direction of the economy is concerned, UNDP will continue to provide assistance in planning and in mobilizing, co-ordinating and managing external assistance. In this connection, the Administrator welcomes the measures taken by the Government of Burkina Faso to strengthen co-ordination, particularly the establishment in 1987 of a Ministry of Planning and Co-operation. Some 9 per cent of available resources are being allocated at this level.

12. With regard to the management of principal sectors of the economy, UNDP assistance is to be concentrated in two areas. The Government will receive assistance in formulating policies in the principal sectors of the economy through the development of sectoral master plans. This assistance will also be used to strengthen a number of national structures which play an important role in the sectors in question; this is to be done by training their staffs in techniques for planning, programming, formulating and supervising development projects in their fields of competence. The sectors chosen are agriculture and livestock, water, environment, industry, transport, communications and public works, and trade. They were selected on the basis of their importance to the country's development and the sectoral management problems they presented. The education sector was not chosen, partly because the Government-initiated internal review of the proposed overhaul of the entire educational system has not yet been completed, and partly because the French Government is already providing a great deal of assistance to this sector. Some 58 per cent of available resources are being allocated for assistance in managing the principal sectors of the economy.

13. Assistance in the management of development programmes and projects will be directed at training national officials in charge of development projects that present both management and technical problems. While UNDP assistance to date has been focused largely on the technical training of national project staff, during the fourth programme this assistance will be utilized primarily to develop appropriate methods for the management of development programmes and projects and to train national supervisors in these methods.

14. Projects were chosen on the basis of the specific management problems they present. Some 27 per cent of available resources are being allocated to this third area.

15. The Administrator believes that the programme's orientations and specific content are likely to lead the country towards a long-term solution to the development problems identified in the studies conducted as part of the programming process.

16. The Administrator is pleased to note that the overall programme will lead to the establishment of a coherent framework for all external existence to Burkina Faso, largely because of the assistance given to national planning and the formulation of policies and sectoral master plans. As a result, UNDP will be able to reinstitute the donor round-table process which had been halted at the end of 1986 until the sectoral policies required for its success could be defined.
17. With regard to the promotion of women's role in development and support for the private sector, which are priority concerns, the Administrator notes with satisfaction that, not only does the programme contain specific projects in these areas, but, what is more, all programme projects are to be formulated taking these concerns into account.

18. The fourth country programme will cover a four-year period, from July 1988 to June 1992. Total available resources for this period under the third, fourth and fifth indicative planning figures (IPFs) total $45,166,800. From this amount must be deducted commitments for 1987 and the first half of 1988 totalling $15,173,261. The programme also includes commitments from the United Nations Sudano-Sahelian Office (UNSO) in the amount of $1,163,200 and the indication by the Government of the Netherlands of its interest in providing co-financing in the amount of approximately $780,000. The organizations comprising the Joint Consultative Group on Policy will also participate in the programme: the United Nations Children's Fund (UNICEF) will provide $1,048,500 and the United Nations Population Fund (UNFPA) will provide $605,000, while the World Food Programme (WFP) has approved a $19,835,290 project which is consistent with the general orientations of the programme. The United Nations Capital Development Fund (UNCDF) has earmarked $13,068,000 for activities to be executed in close co-operation with projects financed by UNDP. UNCDF will also be sending a new programming mission to Burkina Faso sometime in 1989. This mission will ensure that new activities are fully integrated in the fourth country programme. Including the above-mentioned amounts, total resources taken into consideration for the fourth country programme total $66,493,529.

III. MANAGEMENT OF THE COUNTRY PROGRAMME

19. Annual reviews to assess the progress made in achieving overall programme objectives will be organized by the Government and the UNDP office at Ouagadougou. These reviews will also allow programmed resources to be adjusted in terms of real needs and funds held in reserve ($4,580,681) to be allocated gradually to meet needs that were unforeseen at the time the programme was formulated.

20. In addition to these annual reviews, monthly meetings between the Government and the UNDP office will be held so that the formulation and execution of all programme projects can be closely monitored.

21. A formal evaluation of the programme in action is also scheduled for the end of 1990, with a mid-term review to follow.

IV. RECOMMENDATION OF THE ADMINISTRATOR

22. The Administrator recommends that the Governing Council approve the fourth country programme for Burkina Faso.