

Country Name	The Project for the Formulation of Master Plan for the Market-Oriented Agriculture in Burkina Faso (PAPAOM¹)		
Burkina Faso			

I. Project Outline

Background	<p>In Burkina Faso, agriculture accounted for 30% of GDP, employing about 85% of the workforce in 2005. Subsistence crops, such as sorghum, millet, maize and cowpea, and cash crops, such as cotton, peanuts, and sesame seeds, were produced by rain-fed cultivation with extensive farming. Burkina Faso structurally depended on two export commodities; namely gold and cotton, which accounted for 67% and 17 % of export revenues in 2010, respectively. It was essential for the sustainable economic growth of the country to transform from such monoculture and to promote diversification of agricultural products.</p>										
Objectives of the Project	<p>Through the formulation of the Master Plan for agricultural development and promotion of competitive products in cross-border trade and Action Plan to promote target products as well as the implementation of pilot demonstration of business models on the promotion of agricultural products and reduction of the agricultural investment risks, the project aimed at implementation of the Action Plan and priority projects, thereby contributing to agricultural development through diversification of agricultural products.</p> <ol style="list-style-type: none"> Expected goals through the proposed plan²: Agricultural development through diversification of agricultural products Expected utilization of the proposed plan: Based on the Master Plan, the Action plan and priority projects are implemented by the government of Burkina Faso, donors, NGOs as well as the private sector. 										
Activities of the Project	<ol style="list-style-type: none"> Project site: the whole of Burkina Faso Main activities: (1) conduct survey and analysis to select target agricultural products; (2) conduct value chain analysis on the target products; (3) formulate a master plan (M/P) including action plan (A/P); (4) implement demonstration projects in priority areas; (5) select priority projects based on the demonstration; (6) conduct necessary donor coordination to expedite the A/P; (7) draft a guidebook for agricultural investment for the target agricultural products; (8) finalize the M/P Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Burkinabe Side</td> </tr> <tr> <td>(1) Experts from Japan: 10 persons</td> <td>(1) Staff allocated: 8 persons</td> </tr> <tr> <td>(2) Equipment: Vehicles, office equipment, training equipment</td> <td>(2) Land and facilities: Project office for Japanese experts and its utility costs</td> </tr> <tr> <td>(3) Local Cost</td> <td>(3) Local operation cost</td> </tr> </table> 			Japanese Side	Burkinabe Side	(1) Experts from Japan: 10 persons	(1) Staff allocated: 8 persons	(2) Equipment: Vehicles, office equipment, training equipment	(2) Land and facilities: Project office for Japanese experts and its utility costs	(3) Local Cost	(3) Local operation cost
Japanese Side	Burkinabe Side										
(1) Experts from Japan: 10 persons	(1) Staff allocated: 8 persons										
(2) Equipment: Vehicles, office equipment, training equipment	(2) Land and facilities: Project office for Japanese experts and its utility costs										
(3) Local Cost	(3) Local operation cost										
Project Period	March 2013-August 2015 (Extended period: April 2015-August 2015)	Project Cost	(ex-ante) 410 million yen (actual) 444 million yen								
Implementing Agency	The Ministry of Agriculture and Hydro-Agricultural Development (MAAH), General Directorate of the Promotion of Rural Economy (DGPER) (The Ministry of Agriculture, Water Resource, Sanitation, and Food Security (MARHASA) was renamed MAAH in 2017)										
Cooperation Agency in Japan	NTC International co., Ltd. Overseas Merchandise Inspection co., Ltd.										

II. Result of the Evaluation

1 Relevance
<p><Consistency with the Development Policy of Burkina Faso at the Time of the Ex-Ante Evaluation and Project Completion></p> <p>The project was consistent with the development policies of Burkina Faso at the time of ex-ante evaluation and project completion. The “Strategy for Accelerated Growth and Sustainable Development (Stratégie de Croissance Accélérée et de Développement Durable: SCADD)” (2011-2015) emphasized economic growth targeting a 10 % annual growth rate. Agriculture and rural development were placed as one of the prioritized sectors. Also, the government’s objectives and priorities for the agricultural sector were stated in the “National Programme for the Rural Sector (PNSR)” (2011-2015) which represents the operational framework of the SCADD’s vision for rural development and the Rural Development Strategy (SDR) in 2013.</p> <p><Consistency with the Development Needs of Burkina Faso at the Time of the Ex-Ante Evaluation and Project Completion></p> <p>The project was consistent with the needs of Burkina Faso at the time of ex-ante evaluation and project completion. There had not been any national strategy to promote agricultural products in the context of export promotion. Development efforts lacked the entire picture to direct how best to synergize the related projects of developing the agricultural value chain along with the capacity development of various people involved. Furthermore, functional business models were needed to establish in the given market conditions.</p> <p><Consistency with Japan’s ODA Policy at the Time of the Ex-Ante Evaluation></p>

¹ PAPAOM: Projet d’Appui à l’élaboration d’un schéma directeur pour la Promotion d’une Agriculture Orientée vers le Marché au Burkina Faso.

² The degree of achievement of expected goals is not to be assessed in principle at the time of ex-post evaluation, since it is defined as the medium-to-long-term goals which will be attained as a result of crystallizing the proposed plan (“output” of the project).

The project was consistent with Japan's ODA policy for Burkina Faso³. Japan supported the promotion of competitive agricultural products in international trade at the time of ex-ante evaluation.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement for the Objectives at the time of the Project Completion>

The Master Plan and the Action Plan to promote target products were formulated and submitted to the Government of Burkina Faso as planned by the time of the project completion. Pilot projects based on business models for agricultural products (mango, strawberry, onion, soybean) were implemented to demonstrate the marketability of each project in the respective target market in order to reduce the agricultural investment risks.

<Utilization Status of the Proposed Plan at the time of the Ex-post Evaluation>

The proposed plan has been partially utilized at the time of the ex-post evaluation. Although it could not launch all of the projects proposed in the Master Plan, follow-up activities and projects have been implemented to promote the target products by various actors including the Government of Burkina Faso, donors, NGOs, farmers' cooperative, and the private sector.

<Status of Achievement for Expected Goals through the Proposed Plan at the time of the Ex-post Evaluation>

The expected goals through the proposed plans have been partially achieved. Production of three target products has generally increased with the exception of soybean as was not verified with pertinent information/data. Among the four target products, dried mango is a notable case in point in terms of market-oriented development through the promotion of the food-processing industry whose aspiration to become competitive in the international market. As for onion and strawberry, it was confirmed that newly introduced varieties by the project have brought about the production increase and a higher income level of the farmers. Thus, the plans proposed by the project is deemed to have promoted the productivities of those target products. Furthermore, the diversification of agricultural productions is observed in vegetables and cash crops in the domestic market mainly due to the multiple supports provided by the MAAH.

<Other Impacts at the time of the Ex-post Evaluation>

It should be noted that negative impacts on the natural and social environment were observed at the time of the ex-post evaluation. As stated above, the project has served to increase the production of dried mango through the introduction of dryers, and so on, whereas the waste was irresponsibly discharged in neighboring residential areas. Dumped waste after processing foodstuffs has caused degradation of water quality and the infestation of flies so that some of the local residents have petitioned their municipalities.

On the other hand, the project has had impacts on gender. Women were very much involved in the implementation of the pilot projects, especially in terms of mango/soybean processing and marketing of strawberry/onions. For mango processing, it was reported that the cluster workforce consists of 90% women and 10% youth.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is fair.

Status of Achievement of Utilization Status of the Proposed Plan and Expected Goals through the Proposed Plan

Aim	Indicators	Results																								
Utilization Status of the Proposed Plan Based on the Master Plan, the Action plan and priority projects are implemented by the government of Burkina Faso, donors, NGOs as well as the private sector.	(Indicator 1) The number of projects implemented by other donors, NGOs, the private sector, and farmer groups that were proposed by the Master plan.	(Ex-post Evaluation) Partially achieved According to the field survey, although it could not launch all of the proposed projects in the Master Plan, mainly due to the lack of funding, the Action Plan formulated during PAPAOM was considered being implemented since some of the major components for the target products had been carried out or are in the ongoing process as listed below. Table 1																								
		<table border="1"> <thead> <tr> <th>Product</th> <th>Main Activity/Project</th> <th>Actor</th> </tr> </thead> <tbody> <tr> <td colspan="3">International Market</td> </tr> <tr> <td>Fresh mango</td> <td> <ul style="list-style-type: none"> Marketing Standardization of product quality Competitive pricing and maximizing profit Sharing good practices through training </td> <td>Mainly driven by the "Mango Cluster" of member private companies, led by the Mango Professional Association (APROMAB).</td> </tr> <tr> <td>Dried mango</td> <td> <ul style="list-style-type: none"> Dried mango and processed cashew commercialization support project in the Enhanced Integrated Framework (EIF)⁴ </td> <td>Ministry of Industry Trade and Handicrafts (MICA) /International NGO (the Netherlands)/ Ministry of Youth, Professional Training, and Employment (MJFPE)</td> </tr> <tr> <td colspan="3">Subregional market</td> </tr> <tr> <td>Strawberry</td> <td> <ul style="list-style-type: none"> Input Supply /Co-operative Revolving Fund Training in Organic Fertilizer Production </td> <td>Regional Chamber of Agriculture/Private companies</td> </tr> <tr> <td colspan="3">Domestic market</td> </tr> <tr> <td>Onion</td> <td> <ul style="list-style-type: none"> IFAD funded under the Neer- </td> <td>MAAH</td> </tr> </tbody> </table>	Product	Main Activity/Project	Actor	International Market			Fresh mango	<ul style="list-style-type: none"> Marketing Standardization of product quality Competitive pricing and maximizing profit Sharing good practices through training 	Mainly driven by the "Mango Cluster" of member private companies, led by the Mango Professional Association (APROMAB).	Dried mango	<ul style="list-style-type: none"> Dried mango and processed cashew commercialization support project in the Enhanced Integrated Framework (EIF)⁴ 	Ministry of Industry Trade and Handicrafts (MICA) /International NGO (the Netherlands)/ Ministry of Youth, Professional Training, and Employment (MJFPE)	Subregional market			Strawberry	<ul style="list-style-type: none"> Input Supply /Co-operative Revolving Fund Training in Organic Fertilizer Production 	Regional Chamber of Agriculture/Private companies	Domestic market			Onion	<ul style="list-style-type: none"> IFAD funded under the Neer- 	MAAH
Product	Main Activity/Project	Actor																								
International Market																										
Fresh mango	<ul style="list-style-type: none"> Marketing Standardization of product quality Competitive pricing and maximizing profit Sharing good practices through training 	Mainly driven by the "Mango Cluster" of member private companies, led by the Mango Professional Association (APROMAB).																								
Dried mango	<ul style="list-style-type: none"> Dried mango and processed cashew commercialization support project in the Enhanced Integrated Framework (EIF)⁴ 	Ministry of Industry Trade and Handicrafts (MICA) /International NGO (the Netherlands)/ Ministry of Youth, Professional Training, and Employment (MJFPE)																								
Subregional market																										
Strawberry	<ul style="list-style-type: none"> Input Supply /Co-operative Revolving Fund Training in Organic Fertilizer Production 	Regional Chamber of Agriculture/Private companies																								
Domestic market																										
Onion	<ul style="list-style-type: none"> IFAD funded under the Neer- 	MAAH																								

³ Ministry of Foreign Affairs, "ODA Country Databook" (2013)

⁴ This multilateral aid framework provides various supports for the least developed countries in order to integrate them into regional and global trading systems. 6 multilateral donors formed a consortium; the World Trade Organization (WTO), the International Trade Center (ITC), the United Nations Conference on Trade and Development (UNCTAD), the World Bank, the International Monetary Fund (IMF) and the United Nations Development Program (UNDP)

			Tamba Project ⁵ (its Sector Support Project known as “ProFil”)	
		Soybean	• Dispatched JICA expert on the development of the soya sector throughout its value chains.	MAAH
Expected Goals through the Proposed Plan Agricultural development through diversification of agricultural products	(Indicator 1) Production of the target products	(Ex-post Evaluation) Partially achieved • Mango ⁶ : Approx. 80,000 tons of mango processed per year including 2,750 dried mango and 5,000 tons for production of mango juice by DAFANI (a member of the Mango Cluster) in Hauts-Bassins region in 2018. • Strawberry: Improvement of production with new varieties introduced by PAPAOM in Boulmiougou (Ouagadougou, Central Region). • Onion: Improvement of production with new varieties introduced by PAPAOM as one of the varieties (Préma 178) enables to extend the harvest period. And the onion producers in Korsimoro (Sanmatenga Province, Central Region) were able to transfer their acquired knowledge to other villages in the Central North Region and the Central West region. • Soybean: not verified No information provided by the relevant ministries and field survey could not be conducted due to the security situation in the region.		
	(Indicator 2) Trade volumes of the target products in the markets (international, west African region, domestic)	(Ex-post Evaluation) Partially achieved • Mango: Increase in exports to Spain and North Africa via Mauritania-Morocco along with a growing demand for compliance with international norms and standards. Approx. 6 tons of dried mangoes exported by SATIG (a member of the Mango Cluster) in 2018 • Strawberry: Expansion of trade volume has been manifested in an increase of income level, employment as well as the expansion of membership of the cooperative. • Onion: Expansion of trade volume has been manifested in an increase of income level and a higher standard of living and notable job creations of the value chains. • Soybean: not verified. No information provided by the relevant ministries and field survey could not be conducted due to the security situation in the region.		
	(Indicator 3) The level of adoption of the Master Plan in governmental institutions and policies	(Ex-post Evaluation) Partially achieved The diversification of agricultural productions, which was the key objective of the Master Plan, has been accelerated in terms of vegetables (e.g. okra, zucchini, cucumber, eggplant, chili) and cash crops (e.g. rice, cowpeas, peanuts) in the domestic market, due to the availability of irrigation and plains for farming, and the MAAH’s support for capacity building and provision of inputs for farming such as seeds and fertilizer.		

Source: Information provided by MAAH (project’s counterpart from DGPER and concerned regional directions), representatives of the actors of the mango sector (APROMAB’s president, promoters of mango companies SATIG and Danaya.), strawberry producers of the Boulmiougou site, onion producers of Korsimoro.

3 Efficiency

Both of the project cost and period slightly exceeded the plan (ratio against the plan: 108% and 117%, respectively). The outputs were produced as planned. Therefore, the efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

The “Agricultural Sector Development Strategy” (2019-2023), and the “Silvicultural, Pastoral and Agricultural Production Sector Policy” (2017-2026) have coherently addressed the promotion of market-oriented agriculture. The former has envisaged synergizing agricultural industries in the sector to increase the total productivity in order to ensure food security and poverty reduction. The latter has resonated with the former to target competitive areas of the agricultural sector to spearhead the strategic initiative. As above, improvement of agricultural productivity, higher-value-added agricultural products, self-sufficiency on food, and expansion of export of agricultural products have been addressed in the Burkinabe policy.

<Institutional Aspect>

The steering system defined by the Master Plan has remained structurally unchanged to promote the market-oriented agriculture in Burkina Faso. All the project for the international market and product development/incubation has been led by the MAAH (DGPER) in close collaboration with the MCIA and MESRSI (Ministry of high education, scientific research, and innovation). On the same token, projects for the sub-regional market and domestic market have been led by the MCIA in close collaboration with the MAAH (DGPER). The MAAH has been organized to carry out nationwide promotion at the central and decentralized levels. The Ministry has arranged a sufficient number of trained technicians to be deployed close to local producers in the zones and production units. Furthermore, under the jurisdiction of the MAAH, technical support zone (ZAT) and Technical support unit (UAT) agents are mandated to accompany the producers in the villages.

⁵ Aligned with The International Fund for Agricultura Development (IFAD) strategy in Burkina Faso, the Neer-Tamba project aims to reduce poverty by: (1) increasing the income of the target group through the development of microenterprises and agricultural industries; (2) increased production and agricultural productivity due to introduced technologies (water and soil conservation, micro-irrigation, etc.); and (3) empowerment of the rural poor, especially women and youth.

⁶ Mango production in Burkina Faso has increased in parallel with growing market opportunity. From a larger perspective of the regional market, however, each of the competitive orientations among countries in the West Africa region is as follows; Burkina Faso is relatively competitive in dried mango, Senegal and Côte d’Ivoire in high quality fresh mango, and Ghana in high-value processed mango.

<Technical Aspect>

The Master Plan by the project has been placed under the technical supervision of the MAAH. Within the MAAH, the DGPER has been responsible for project management of the Master Plan and in collaboration with all the technical personnel structures involved to meet each need. It is judged that the MAAH/DGPER has acquired sufficient technical skills and level of knowledge to ensure proper implementation and monitoring of the relevant projects designed under the Master Plan. Based on the nation-wide enforcement system stated above, the MAAH has proceeded to build as many reservoirs around the villages as possible to make water available for agricultural production. Also, technical staff members have encouraged and provided assistance to concerned producers to form a cooperative in order to streamline the value chain.

<Financial Aspect>

According to the survey result, the MAAH has not secured budget nor provided any financial resources to the follow-up projects in the Master Plan as they should be initiated and driven by the private sector and farmers (cooperatives). The Government, inter alia, MAAH is to provide indirect supports, primarily to remove obstacles in each market and to regulate the legal and physical framework (e.g. farmland, water, and irrigation system, etc.) in order to avoid possible market failure for the healthy, balanced development of the market. Yet, it is also true to say that the implementation of the promotion for the four target products (mango, strawberry, onion, soybean) requires concerted efforts of the Government and its partners to mobilize a considerable amount of financial resources in order to foster the industry at this stage. In that sense, a considerable number of companies have taken over the funding as their own investment.

<Evaluation Result>

In light of the above, the sustainability of the project effects is fair.

5 Summary of the Evaluation

The Master Plan and the Action Plan to promote target products were formulated as planned. Pilot projects based were duly implemented to demonstrate the marketability in the respective target market. Through a combination of market research and food processing techniques provided by the project, follow-up activities, and projects have been further implemented to promote the target products by various actors after the project completion. As for sustainability, the organizational setting and technical skills of the counterpart have been reinforced through the implementation of the project. On the other hand, the national budget has not been allocated although the related activities have been substantially sustained by the contributions of concerned partners/donors. As for efficiency, the project cost and the project period slightly exceeded the plan.

Considering all of the above points, this project is evaluated to be partially satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

The Master Plan was not fully implemented as planned due to a lack of financial resources. However, considering the potential benefits in terms of both nutritional value and net market share, soybean and strawberry are particularly promising among 4 target products for further public support and intervention. Regarding the recommended areas to be assisted by MAAH/DGPER for all the major agricultural products are as follows;

- Technical/financial support and material/equipment for the food-processing industry to increase the volume of processing, improve the quality of processing units and marketing (the international market in particular);
- Technical and legal support to facilitate unionizing a cooperative or alike to lower various transaction costs in the market.
- Sales promotion for newly introduced fresh and processed products (including new varieties of the existing products).
- Technical support for the appropriate and sanitary waste disposal fit for the foodstuff processing industry

Lessons Learned for JICA:

During the ex-post evaluation survey, it turned out that the Regional Directorate for Agriculture and Hydraulics of the North-Central Region (DRAAH-HB) had almost no information on the project and thus, could not engage any follow-up for the actors involved during the project implementation. A retired officer of the DRAAH-HB who was interviewed confirmed very limited involvement in project activities at the time of implementation. In order to effectively promote agricultural development such this, it is indispensable that a collaborative mechanism is built extending widely to all related organizations, including not only central and regional levels but also to villages/communities in the target farmland area. Thus, a challenge was to strengthen the establishment of an integrated system with which practical human resource management that also enabled to motivate staff at the decentralized level to engage in activities through the actualization of well-coordinated roles and information-sharing among various stakeholders. It is highly recommendable that, in the case of the projects jointly implemented in both central and decentralized levels, information regarding all the concerned institutions in the target areas should be rigorously collected from the stage of project planning with the aim of establishing a system for promoting development cooperation of all the levels in parallel even after the project completion.



Reservoir for agricultural water on strawberry site



Dried mango packaging at Danaya