Government of Burkina Faso

Process Framework:
Community-Based Rural Development

August 2003

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For and on behalf of
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Date: August 15, 2003

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INTRODUCTION

1.1 DEVELOPMENT OF A PROCESS FRAMEWORK

The following is a Process Framework for Reducing Negative Social Impacts in the Limitation of Access to Classified Areas, developed to address the potential negative social impacts the CBRDP/SILEM Project may have on access to resources as a result of micro-projects operating in classified areas.

The Process Framework was prepared by the consultants Environmental Resources Management Ltd (ERM) with funding through a GEF grant, working closely with the Task Team Leader and Task Team in Washington DC and with the Project Coordination team in Ouagadougou.

As indicated in O.P. 4.12 (paragraph 26), "A process framework is prepared when Bank-supported projects may cause restrictions in access to natural resources in legally designated parks and protected areas. The purpose of the process framework is to establish a process by which members of potentially affected communities participate in design of project components, determination of measures necessary to achieve resettlement policy objectives, and implementation and monitoring of relevant project activities."

This framework is being prepared in parallel with two other documents:

- an Environmental and Social Management Framework (ESMF), which provides the appropriate tools and mechanisms to screen micro-projects for potential social and environmental impacts and recommends programs for training and capacity building, and
- a Resettlement Policy Framework (RPF), which sets forth principles and procedures to be followed in order to compensate people who may be negatively affected by the Project so as to ensure that they will be assisted to improve, or at least restore their living standards, income and/or production capacity levels to pre-Project levels.

1.2 BACKGROUND TO THE PROJECT

1.2.1 National Program for Decentralized Rural Development

The Government of Burkina Faso (GoBF) has received financing from the IDA, effective in December 2001, to support its Community Based Rural Development Project (CBRDP), which is a community-driven development program with local investment funds managed by communities and targeted to reduce poverty and promote sustainable development in rural areas. The program aims to be implemented in Burkina Faso's 45 provinces over a period of 15 years, in three five-year phases. The program's objective is to support poverty reduction and promote sustainable development in rural Burkina Faso through strengthened
local governance and community empowerment, with a focus on marginalized groups. The CBRDP will be implemented within a decentralized rural development framework, and shall more specifically (a) support implementation of demand-driven micro-projects, and (b) conduct local capacity-building efforts.

The CBRDP’s long-term vision is one of participatory and representative local governments and institutions planning and managing their own development programs, and mobilizing the necessary resources through increased local revenues and government fiscal transfers. To achieve these goals, the program shall:

(i) Strengthen capacity of villages and local governments to prioritise, plan, implement, and maintain community-based investments;
(ii) Provide decentralized funding for demand-driven and community-managed rural infrastructure and services; and
(iii) Support Burkina Faso’s ongoing decentralization and poverty reduction strategy processes.

Phase I of the CBRDP (2001-2005) will initiate the process, develop the capacity of rural areas to manage their own development in a sustainable, equitable and productive manner, and facilitate the emergence of rural municipalities or groups of municipalities. To that effect, it will couple capacity building activities and a demand-driven local investment fund to enable communities to learn by doing. Phase II (2006-2010) will build upon and expand the achievements of Phase I and scale up the program to a national level. Phase III (2010-2015) will consolidate what has been achieved and prepare an exit strategy.

The baseline project (CBRDP) has the following five components:

i. Build and reinforce local capacity building;
ii. Provide local investment funds;
iii. Build and reinforce institutional capacity building,
iv. Introduce a land tenure security pilot project; and
v. Strengthen and provide program coordination and monitoring and evaluation functions.

These components have overlapping timeframes for implementation.

1.2.2 The Sahel Integrated Lowland Ecosystem Management project

The Sahel Integrated Lowland Ecosystem Management project (SILEM), funded through the GEF financing window, is designed to provide supplemental support to the CBRDP. SILEM will provide incremental support for environmental and natural resource management related activities under each of these five components as listed above, in each of the Program’s three phases.
SILEM's basic development objective is to strengthen the capacity of rural communities to undertake an integrated management of their ecosystems, so as to help reduce, mitigate and reverse to some extent the degradation of their natural resource base, and thereby alleviate, in a sustainable manner, poverty and vulnerability. In particular, SILEM will generate multiple and interconnected environmental benefits such as:

(a) Building capacity for sound, sustainable integrated ecosystem management planning (IEM) and implementation at local, regional and national levels;

(b) Reduce, mitigate, and reverse land degradation and desertification with adequate and innovative soil and water management technologies in lowlands as a means for improving the productivity and sustainability of plant and animal production systems, and for protecting natural habitats of local and global importance; and

(c) Strengthen the natural resource base and decrease vulnerability to climate change (drought and other stress factors) by improving conservation and maintaining (agro-) biodiversity at ecosystem, species and genetic level.

Box 1.1 Land Tenure Security Pilot Project

The objective of this component in CBRDP is to improve land tenure security and access for all users, particularly the poor. It is expected to (i) foster equity and social peace, (ii) encourage investment and agricultural productivity, (iii) enhance the preservation and rehabilitation of natural resources, it will define and propose on the basis of field experiences an institutional, legal, technical and methodological framework for stable and equitable land tenure in rural areas. The pilot will be carried out in six test sites representative of land use and ownership problems associated with them. It will experiment with methodologies for recording and securing user rights, initiating the formalization of customary systems, resolving conflicts and demarcating land units. The process is expected to be demand-driven and participatory.

The SILEM project will not undertake any specific land tenure security pilot by itself. However, it will provide resources to advise and support communities of SILEM villages in their voluntary efforts to resolve land tenure issues or conflicts by providing them with facilitators, and by encouraging full participation of all stakeholders or social groups in the consultation processes, so as to efficiently improve and implement the endogenous conflict resolution mechanisms.

Source: SILEM Project Appraisal Document, July 8, 2002

1.2.3 Implementation

CBRDP/SILEM's (hereafter the Project) implementation follows the course that is being adopted by the overall national community-driven development (CDD) program of Burkina Faso, called the National Program for Decentralised Rural Development, or PNDRD. The PNDRD aims to build capacity for and support decentralisation throughout Burkina Faso's 8,000 villages by the year 2010. The
PNDRP will also support the ongoing participatory development process being carried out under Burkina Faso's Poverty Reduction Strategy and Rural Development Strategy (PRSP). (1)

In the first phase (2001-2006), CBRDP plans to intervene in 26 provinces with a target of 2,000 villages. SILEM plans to intervene in its first phase (2003-2006) in only 100 villages to initiate and demonstrate IEM activities.

In the second phase (2006-2010), CBRDP will intervene in an additional 2,000 villages, with an ultimate goal to cover all 8,000 of Burkina Faso's villages in the third phase, while SILEM will intervene in an additional 200 villages in the second phase, but no more than 600 villages by the end of the third phase. SILEM's goal is to initiate, consolidate, and confirm IEM demonstration activities for replication throughout the country to be initiated - and funded - by communities themselves.

Both CBRDP and SILEM are administered, and finances are channelled through, the Project Coordination Unit (PCU), which works at the national, regional, provincial, and community levels. Table 1.1 illustrates the CBRDP's roles and responsibilities at the national, regional, provincial, and village levels.

### Table 1.1 CBRDP Administration

<table>
<thead>
<tr>
<th>Unit</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>National Level</strong></td>
<td></td>
</tr>
<tr>
<td>CNCPDR</td>
<td>• Assures harmonisation of the different steps taken through decentralisation</td>
</tr>
<tr>
<td>Steering Committee</td>
<td>• Comprised of representatives of relevant Ministries and civil society, approves and supervises programs of activities</td>
</tr>
<tr>
<td>Project Coordination Unit</td>
<td>• Provides daily program management</td>
</tr>
<tr>
<td><strong>Regional Level</strong></td>
<td></td>
</tr>
<tr>
<td>Regional Office for Accountability</td>
<td>• Five committees are in place to collaborate with the CCTPs to channel funding for CVGT/CIVGT development plans (PGTs)</td>
</tr>
<tr>
<td><strong>Provincial Level</strong></td>
<td></td>
</tr>
<tr>
<td>Provincial Technical Coordination Committee (CCTP)</td>
<td>• Provides Provincial coordination to the CBRDP through direct intervention with villages &lt;br&gt;• Provides indirect intervention in areas that are impacted by CBRDP activities &lt;br&gt;• Ensures control over projects to ensure that benefits accrue at the provincial level &lt;br&gt;• Provides quality assurance over which projects get funded through CVGT/CIVGTs &lt;br&gt;• Ensures quality assurance at a provincial level to avoid duplication of efforts</td>
</tr>
<tr>
<td>Provincial Project Coordination Units (PRCU)</td>
<td>• Support the CCTP in provincial coordination with the CBRDP and intervention with villages &lt;br&gt;• Provide technical support to villages in community driven development &lt;br&gt;• Assist in the identification and screening of micro-projects under the CBRDP &lt;br&gt;• Responsible for reviewing micro-project applications for technical and financial feasibility</td>
</tr>
<tr>
<td><strong>Local Level</strong></td>
<td></td>
</tr>
<tr>
<td>Village/Inter-Village Land Management Committee</td>
<td>• Community-based organizations that devise community development plans and receive funding through the CBRDP for micro-projects.  &lt;br&gt;• Responsible for sub-project execution. &lt;br&gt;• Sub-committees developed on the basis of different topics such as HIV/health; women; migrants; farming, etc. are represented on the CVGT/CIVGT, and work to implement village level programs and policies.</td>
</tr>
</tbody>
</table>

### 1.3 Scope of Displacement and Restriction to Natural Resources and Land under CBRDP/SILEM

Burkina Faso has embarked on a broad reform program that includes decentralization and community-driven projects, which requires a strong...
participatory approach, especially with regards to the inclusion of vulnerable peoples. (3) It is in this spirit that this process framework has been developed.

Under the proposed scope of projects eligible for funding through CBRDP/SILEM, the projects will not in principle involve any activities that resettle people involuntarily, because of the participatory processes put in place to ensure that consensual and win-win decisions are reached to satisfy all parties. However, the risk of marginalisation of the weakest social groups in the process by dominant groups could lead to involuntary resettlement of the weakest groups and needs to be monitored.

CBRDP/SILEM-supported natural resource projects – primarily projects to improve biodiversity and to fight desertification – are small in scale and are generally expected to cause little or no significant adverse impacts, especially in protected areas. Nonetheless, past community driven development (CDD) experience shows that such activities sometimes result in loss of land or loss of access to productive and other resources, particularly in the case of new civil works or changes in the situation of existing infrastructure.

1.4 IDENTIFICATION AND SCREENING OF MICRO-PROJECTS

Micro-projects shall be identified through participatory processes at the village and inter-village level. Micro-project screening will be used to identify the types and nature of potential environmental and social impacts related to the activities proposed under the Project and will provide adequate measures to address the impacts. Screening for resettlement issues shall be incorporated as part of the environmental and social screening, which were developed with the following safeguard criteria, as detailed in Chapter 6 of the Environmental and Social Management Framework (ESMF).

Box 1.2 Safeguard Criteria for Micro-Project Approval

- The micro-project has undergone an environmental and social screening in compliance with the relevant World Bank safeguard policies (OP 4.01, OP 4.12), and in line with the processes identified in the ESMF.

- An Environmental Impact Assessment and socio-economic baseline study have been carried out for projects with potential environmental and social impacts.

- A Resettlement Action Plan (RAP) or abbreviated RAP has been prepared for micro-projects with potential land acquisition or displacement of people.

- The need for land acquisition and legal title to land used for micro-projects has been determined, along with identification of necessary measures to address these, including an implementation strategy.

- The proposed micro-project should ensure that land acquired/required is not (a) in disputed areas, (b) cultural property, (c) negatively affecting indigenous peoples, and (d) is not in natural habitats or protected areas.

Although each Provincial Coordination Unit (PRCU) will review micro-applications independently and at the provincial level, each PRCU must also take into consideration the cumulative impacts of the micro-projects as a whole. The Project’s support for cooperation between and amongst communities to pursue common development goals may help to mitigate cumulative impacts. Further, the development of annual investment plans, or AIPs, which are based on a five-year local management plan, or PGT should serve to highlight potential problems well in advance. Still, the PRCU must be diligent in this regard, and work with the Project at the national level to address these potential impacts.

After the project has been approved, the compensation, resettlement and rehabilitation activities of the Resettlement Action Plan (RAP) or abbreviated RAP will be satisfactorily completed and verified by the communities before funds can be disbursed for the micro-project.

1.5 Safeguard Compliance

For safeguard compliance, it is recommended that RAPs prepared for micro-project during the first year be furnished to the World Bank, as well as the Project Coordination Unit (PCU), for review to ensure that the RAPs produced initially are in line with the OP 4.12. Gaps in quality shall be addressed through training at the provincial level for relevant service providers and reviewers, funded by the project as part of the technical support budget. Subsequent RAPs prepared throughout the rest of the project can then be reviewed at the provincial level.
with an annual independent review process led by the PCU, as described in Chapter 6 of the ESMF. At this point, World Bank clearance will not be necessary.

1.5.1 Capacity Building

Capacity building shall be integrated into micro-project preparation at the community level through technical assistance (e.g., training) that will allow communities to conduct an initial screening of their own micro-project proposals for environmental and social issues with the support of contract service providers (4) and the PRCU. This training will be incorporated into the CVGT/CIVGT training program budget, which is a sub-component of the CBRDP/SILEM Program. This sub-component is centred on the organizational, management, and technical skills required for CVGT/CIVGTs and their subcommittees to successfully plan, implement, and maintain village level investments. The PRCUs and PCU will also receive training in micro-project review.

All training will include capacity to develop mitigation measures to address environmental and social impacts and to monitor performance. Capacity building will be targeted at decentralized levels (village, province, region, national), in line with Burkina Faso's PNDRP, to ensure that resettlement planning is mainstreamed throughout public administration, specifically as it relates to the Project, providing a linkage with the development of rural municipalities as a key project goal. This is described in more detail in Chapter 6 of the ESMF.

(4) Provinces generally engage the services of local private firms to work with villages to develop their AIPs and PGTs.
Any aspect of the Project that involves the use of classified areas must include a participatory strategy for involving vulnerable groups, as well as project affected persons, into the decision making process. Should the inclusion of an Abbreviated RAP or a RAP be determined as part of the screening process, then, where resettlement issue involves a restriction in access to classified areas, this process framework shall be adopted.

Figure 2.1  Planning Process for Micro-projects

Because of the participatory nature and scope of the CBRDP/SILEM, it is not anticipated that any significant resettlement issues, with regards to the displacement of people or restriction of access to resources, will occur. Should a project trigger the need for an Abbreviated or full Resettlement Action Plan, and should the project take effect in a classified area, then this Resettlement Process Framework must be adopted.

A Resettlement Process Framework has six basic steps, which align with the existing framework for the CBRDP. These steps, presented in Box 2.1, are followed by mechanisms to assist affected persons, conflict resolution, and monitoring.
### Box 2.1 Steps for Participatory Strategy

- Identify affected populations
- Estimate the number of project-affected persons
- Provide eligibility criteria of the villages and affected people
- Provide identification of criteria of vulnerable groups
- Propose methods of public consultation
- Provide a step to integrate the populations assigned to the setting in the implementation of the project

These steps are integrated in alignment with the ESMF as well as the RPF, whenever possible, so as not to duplicate procedures.

### 2.1 IDENTIFY AFFECTED POPULATIONS

**Overview**

Affected populations include any person(s) whose standard of living is affected by the project, as well as any communities that are impacted as a whole as a result of the project. Project Affected Persons (PAPs) are defined as “persons affected by land acquisition, relocation, or loss of incomes associated with (a) acquisition of land or other assets; and (b) restriction of access to legally designated parks and protected areas.”

With regards to the CBRDP/SILEM’s potential impact in classified areas, PAPs may include those who live adjacent to the classified areas, and who rely, whether seasonally or throughout the year, on resources from the natural areas for their livelihoods.

### Box 2.2 How to Identify Affected Populations

At the beginning stages of project development, a general idea of affected populations may be discerned based on the type of project proposed, and whether or not it may impact access to natural resources. As part of the participatory process through which communities determine their development priorities, the potential impacts of these priorities should be noted, with regards to people, and livelihoods.

As a general rule, due to the traditional land tenure system, original landowners may have a cultural or historic claim to the land even if they have given their land rights to more recent settlers. As such, the potential for affected villages may extend as far as 50 kilometres from the project site.

Sources of information about affected populations may be found in census data (from the 1996 national census), estimated from baseline data concerning populations in affected areas, or gained from information that may be gathered by non-governmental organisations operating in the region.

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2.2 ESTIMATE THE NUMBER OF PROJECT-AFFECTED PERSONS

Overview

PAPs are those people who, on account of the execution of the Project, or any of its components or micro-projects or parts thereof, would have their: (i) right, title, or interest in any house, land (including residential, agricultural, forest and grazing land) or any other fixed or moveable asset acquired or possessed, in full or in part, permanently or temporarily; or (ii) business, occupation, work, place of residence or habitat adversely affected; or (iii) standard of living adversely affected.

Affected populations may be those agriculturalists that live in a region year-round and rely on the natural resources for firewood, shea-nuts, for leather tanning, or for fruit, such as mangoes. Affected populations may also include pastoralists, who migrate to the area on a seasonal basis with the dry season from the north to the south of Burkina Faso. Given the many different activities that occur in classified areas, a participatory approach must be used to extract as much information about the users of the resources as early in the project development as possible.

Every micro-project proposed through the CBRDP/SILEM must pass a basic environmental and social screening form that will be used to determine whether further studies, such as Environmental Impact Assessments (EIAs), or Resettlement Action Plans (RAPs), are required. If a RAP is required, then (PAPs), whether classified as members of a Project Affected Family (PAF) or, if they are designated as a Community Affected Person (CAP), will be identified through the plan’s socio-economic survey.

Box 2.3 How to Project the Number of Project-Affected Persons

At this stage of preparation, it is not possible to quantify the estimated likely number of PAPs or PAFs as the micro-projects and other activities anticipated through CBRDP/SILEM have not yet been identified.(6)

The number of Project-Affected Persons shall be determined using the processes described in the Resettlement Process Framework, and which are available on the World Bank’s website (http://essd.worldbank.org/sdv/guidebook/generic/gindex.htm) and in the World Bank’s Resettlement and Rehabilitation Guidebook, 2002. Due to the nature of the CBRDP/SILEM, it is anticipated that projects requiring additional study will use an Abbreviated RAP.

(6) The types of micro-projects to be financed under the CBRDP have been provided under an indicative list in the PAD.
2.3 **Eligibility Criteria for Affected People and Villages**

Overview

Requirements for PAPs state that the populations who depend on access to those areas restricted by the micro project in order to ensure their standard of living shall be defined according to their socio-economic profile as deemed by the village development plans, which are developed with assistance from external agencies such as NGOs and independent contractors. Once these plans are in effect, future dwellers on the land will not be eligible for compensation or mitigation measures through the CBRDP/SILEM. Further, any person identified as a PAP must be able to take part in meetings either as an individual or as part of a group of PAPs with representation, as well as take part in decisions concerning the project management.

Individuals or families who encroach upon the project area after the cut-off date are *not* entitled to compensation or any other form of resettlement assistance as set forth by this framework.

Should housing structures be located within the area to be acquired under a proposed micro-project, owners or occupants, or PAFs, of those houses shall be considered eligible for resettlement. Should any of the resources being adversely affected be owned or managed as common property within a village or among groups of villages, all those with an interest in those resources shall be entitled to resettlement and/or compensation.

**Box 2.4 How to Determine Eligibility Criteria for Affected People and Villages**

Eligibility criteria for people and villages shall be based upon the definition of a Project Affected Person. Their entitlement to compensation shall be based on the status of their occupation and/or access to affected areas. Under World Bank’s OP 4.12, PAPs are defined as:

a) Those who have formal legal rights to land (including customary and traditional rights)
b) Those who do not have formal legal rights to land at the time of the latest census but have claim to such land or assets, provided that such claims are recognized through a process I identified in the resettlement plan.
c) Those who have no recognizable legal right or claim to the land they are occupying.

OP 4.12 specifies that those individuals covered under (a) and (b) above are to be provided compensation for the land they lose, and other assistance in accordance with the policy. Individuals covered under (c) above are to be provided with resettlement assistance in lieu of compensation for the land they occupy, and other assistance, as necessary, to achieve the objectives set out in the resettlement policy framework, if they occupy the project area prior to a cut-off date established by the Government of Burkina Faso, and which is acceptable to the World Bank. All persons included in (a), (b), or (c) above are to be provided with compensation for loss of assets other than land.
IDENTIFICATION OF CRITERIA FOR VULNERABLE GROUPS

Overview

One of the critical issues in bringing the entire community together to select, finance, and implement micro-projects is how to ensure an equitable and representative decision-making process. Vulnerable groups must be identified as a priority, as they most often lack the coping mechanisms to deal with a sudden loss in access to resources such as classified areas to ensure their food security and survival.

Since most Burkinabé cultural groups are very stratified, organized around caste, age, kinship, and gender divisions, participatory planning must be implemented to ensure that vulnerable groups (e.g., women, pastoralists, youth, castes) are fully included in the decision making process at the preliminary stages of the project. Identification criteria for vulnerable groups may vary based on the region of the country, and the community's socio-economic profile. Still, individuals who meet the criteria must be prioritized with regards to compensation and mitigation measures that generate incomes, and these persons must take part in the decisions concerning the impacts of the project on their access to resources.

Box 2.5 How to Identify Vulnerable Groups

Vulnerable groups shall be identified on a case-by-case basis, using generalizations provided by the census and other information on poverty in Burkina Faso. Because the structure of village and inter-village committees, including their sub-committees, has already been established through the PNDRD and other frameworks, the identification process for vulnerable groups is already in place. Vulnerable groups are mainstreamed through their inclusion in village level sub-committees (CAS) as part of the CVGT/CIVGTs, especially in the selection, financing, and implementation of micro-projects. It should be noted that different villages have different characteristics, and vulnerable groups will vary from village to village and region to region, although a common characteristic relates to poverty levels and access to resources.

PROPOSE METHODS OF PUBLIC CONSULTATION

Overview

Systems of public consultation already exist within Burkina Faso, and have been strengthened in recent years as a result of progress reports indicating public consultation as an area for improvement within the Poverty Reduction Strategy Process. In effect, consultation with PAPs, vulnerable populations, and civil society is important to improve the decision-making process and to help mitigate any potential conflicts or issues in a preventative manner. Because Burkina Faso has developed a participatory system by which public consultations are held, also

known as MARP, which is known and used by NGOs, service providers, and by the CBRDP/SILEM PCU, this method shall be followed.

Box 2.6 How to Integrate Public Consultation into Decision Making

In francophone Africa, the term MARP, for Accelerated Method of Participatory Research and Planning is used to best describe the Rapid Rural Appraisal (RRA) and Participatory Rural Appraisal (PRA) methods used in public consultation and participatory planning, although the significance of the initials evolved to take into account the difference between RRA and the PRA through the course of a public consultation workshop held in Senegal in 1994. The MARP method basically refines the methods of PRA in that it follows the idea of a participatory approach rather than a teaching approach in order to insure objectivity and thorough data collection.

2.6 CRITERIA FOR MITIGATION/COMPENSATION MEASURES

Overview

In order to receive compensation, PAPs must be identified and verified by the Project in accordance with an Abbreviated or Full Resettlement Action Plan. The compensation process shall involve several steps, including public participation, notification, documentation of holdings and assets, agreement on compensation and preparation of contracts, and compensation payments.

The criteria for compensation measures will vary depending on the level and extent of impact from the micro-project. A full list of compensation measures is provided in Table 2.1.

(a) Public Participation

Public participation with local communities shall be an ongoing process throughout resettlement planning. PAP/PAF/CAPs shall be notified by the CVGT/CIVGTs during the identification of micro-projects and consulted with as part of the screening process. To ensure that any sensitive areas are accurately identified during this procedure, all necessary village chiefs, religious leaders, other elders and individuals who control fishing areas, wild trees and bee hives, for example will accompany the survey team to the site. The subsequent socio-economic survey will record all relevant information about the PAPs, and ensure that this is accurately reflected in the RAP in order to allocate the appropriate compensation. Periodic monitoring will ensure that PAPs have been consulted and that compensation and relocation has been carried out satisfactorily, as is described in Section 9 of the RPF.

(b) Notification

Landowners shall be notified by the CVGT/CIVGT that their property is required for development of the micro-project. The user shall be informed through a formal notification, both written and verbal, to be delivered in the presence of the village chief and the PRCUs.

(c) Documentation of Holdings and Assets

The CVGT/CIVGT and other relevant village officials shall arrange meetings with PAPs/PAFs to discuss the compensation process. For each individual or household affected, the local community shall complete a compensation dossier containing necessary personal information on the affected party and those individuals considered as household members, total land holdings, inventory of assets affected, and information for monitoring future arrangements. The dossier must be confirmed and witnessed by village officials and shall be kept up-to-date. This is necessary as it is possible for an individual to surrender parcels of land over time and can eventually become eligible for resettlement. All claims and assets shall be documented in writing, in French and at least one relevant local language.

(d) Agreement on Compensation and Preparation of Contracts

The types of compensation shall be clearly explained to, and agreed with, PAPs/PAFs. The local community shall draw up a contract listing all property and land being surrendered, and the types of compensation (cash and/or in-kind) selected and agreed upon by the PAP/PAF and the CVGT. A person selecting in-kind compensation shall complete an order form, which is signed and then witnessed. This contract shall then be read aloud in the presence of the affected party and the village chief and local leaders prior to signing.

(e) Compensation Payments

Any and all handling of property such as land and buildings and compensation payments shall be made in the presence of the affected party and village chief and leaders.
### Table 2.1. Compensation Matrix

<table>
<thead>
<tr>
<th>General Description</th>
<th>Definition</th>
<th>Compensation approach</th>
<th>Compensation Mechanism</th>
<th>Implementation</th>
<th>Monitoring &amp; Evaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Loss of Agricultural Land: Greater than 20% of the PAP/PAF's total landholding</td>
<td>Area in cultivation, being prepared for cultivation, or that was cultivated during the last agricultural season.</td>
<td>Loss of land, labor, and crop loss shall be compensated by the CVGT/CIVGT with funds from the Project, through provision of land of equal productive capacity and which is satisfactory to the PAP/PAF.</td>
<td>Use a single rate regardless of the crop, incorporating the combined highest value of all staple crops lost, at market value, and the labor costs in preparing new land (the average costs of clearing, plowing, sowing, weeding twice, and harvesting the crop), which is to be updated to reflect values at the time compensation is paid.</td>
<td>Land mapping shall be performed at the time of micro-screening by the CVGT/CIVGT or a contracted service provider.</td>
<td>The PRCU shall review the compensation determination to ensure transparency and adherence to the policy, subject to an annual review.</td>
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<td>Loss of Agricultural Land: Less than 20% of the PAP/PAF's total landholding</td>
<td>Same as above. However, if the PAP/PAF so wishes, cash compensation equal to the full replacement cost of equivalent land at market value may be provided as an alternative.</td>
<td>Same as above. For this, the entire PAF must be in agreement to accept cash in lieu of equivalent land. The PAF must also agree with the CVGT/CIVGT or its delegated subcommittee (CAS) on a spending plan for using the money in a productive manner that will benefit all PAF members. This plan shall be submitted along with the abbreviated RAP and kept on file with the PRCU.</td>
<td>Same as above.</td>
<td>The CVGT/CIVGT shall pay particular attention to the PAF/PAF, to ensure that the compensation is used productively and for the benefit of all family members. A monitoring plan shall be agreed in tangent with the spending plan.</td>
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<tr>
<td>General Description</td>
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<td><strong>Loss of Residential Buildings and Structures:</strong> Greater than 5% of total area/structure</td>
<td>Includes abandoned structures as a result of resettlement or relocation, or those which are directly damaged by construction.</td>
<td>Based on drawings of PAP/PAF's home and its related structures/support services. Average replacement costs will vary based on the different types of buildings and structures, as well as the numbers and types of materials used in construction (e.g., bricks, rafters, straw, doors, etc.).</td>
<td>Prices for construction materials shall be based on the average prices in different local markets; costs for transportation and delivery of these items to the acquired replacement land or building site; and estimates of construction of new buildings, including labor costs. Cash and/or credits will be paid based on replacement costs.</td>
<td>Drawings and information on construction materials shall be performed at the time of the micro-screening. Average prices shall be determined at the time of compensation.</td>
<td>The PRCU shall provide an initial review of compensation measures at the time of application for a micro-project, subject to an annual review.</td>
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<tr>
<td><strong>Loss of Residential Buildings and Structures:</strong> Less than 5% of total area/structure</td>
<td>Same as above.</td>
<td>Cash compensation for the loss shall be provided at full replacement cost acceptable to the PAP/PAF.</td>
<td>Same as above.</td>
<td>If the impact on the land/structure is such that the remaining residential land is insufficient to rebuild the lost structure, then the entire land and structure may be ceded to the Project by the PAP/PAF in exchange for equivalent land.</td>
<td>The PRCU shall provide an initial review of compensation measures at the time of application for a micro-project, subject to an annual review.</td>
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<tr>
<td><strong>Loss of Residential Buildings and Structures:</strong> Tenants</td>
<td>Non-owners who lease a building or structure for residential purposes</td>
<td>Tenants shall receive assistance for rent and moving expenses, but shall not be relocated.</td>
<td>Tenants shall be provided with a cash grant from the Project equal to 3 months' rental fees at the prevailing market rate, shall be assisted in identifying alternative accommodation, and shall be provided with a disturbance allowance, as deemed by the Project, to account for loss of income and additional expenses incurred by moving.</td>
<td>Tenants shall be identified when site selection is discussed within the CVGT/CIVGT for specific micro-projects. Tenants shall be provided with adequate notice of their relocation.</td>
<td>The PRCU shall provide an initial review of compensation measures at the time of application for a micro-project, subject to an annual review.</td>
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<td><strong>Temporary Loss Of Land:</strong> by voluntary agreement between a contractor and a landowner only.</td>
<td>Land that will be acquired for a set period of time as a result of the project</td>
<td>PAP/PAF shall be compensated for their (temporary) loss of income, standing crops, and for the cost of soil restoration and damaged infrastructure based on prevailing market rates.</td>
<td>All damages to private land or property including crops shall be compensated at prevailing market rates including compensation for tenants, if any, that includes rental fees and dislocation allowances for when the land/structure is inaccessible.</td>
<td>Negotiations between contractors and landowners so that expenses can be included in the bid price.</td>
<td>The CVGT shall provide a mediator/technical assistance if necessary to facilitate negotiations.</td>
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<td><strong>Loss of Business:</strong> buildings and structures</td>
<td>Buildings and structures for income-generating activities</td>
<td>Prevailing average market value for building and materials, in addition to cash compensation for lost business.</td>
<td>Compensation shall include (i) provision of an alternative business site(s) in an equivalent business area; (ii) cash compensation for lost business structure reflecting full replacement cost of the structures (without depreciation); and (iii) cash compensation for lost income during transition.</td>
<td>Buildings and structures shall be valued at the average prevailing market rate given the nature of their structure and the prices of materials used in construction. Lost income shall be calculated based on the business' past income records, or based on the average incomes of similar stores in the area.</td>
<td>The PRCU shall provide an initial review of compensation measures at the time of application for a micro-project, subject to an annual review.</td>
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<td><strong>Loss of Other Assets</strong></td>
<td>Fixed assets other than land (e.g., fencing)</td>
<td>Replacement shall be negotiated with the owner and shall form part of the construction contract for the micro-project.</td>
<td>When possible, replacement shall be of an equivalent value and in-kind. Replacement costs shall be determined prior to construction and included as part of the bid price.</td>
<td>The CVGT/CIVGT and the PAP/PAF shall negotiate prices based on prevailing market rates.</td>
<td>The CVGT/CIVGT shall be responsible for inspecting the replacement asset to ensure it is acceptable with the PAP/PAF within two weeks of reinstatement.</td>
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<td><strong>Loss of non-productive fruit and shade trees</strong></td>
<td>Trees/vegetation that does not provide income-generating activities, but are used for other purposes.</td>
<td>These trees often have recognized local market values, depending on species and age.</td>
<td>Younger trees may be replaced with trees of the same species, in addition to supplies to support the trees' growth (e.g., a water bucket, fencing, and a shovel).</td>
<td>No compensation for minor pruning of trees.</td>
<td>The PRCU shall provide an initial review of compensation measures at the time of application for a micro-project, subject to an annual review.</td>
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<td>Loss of access to resources: grazing land</td>
<td>Generally, common lands used either within a village or amongst villages.</td>
<td>Compensation shall be provided in the form of access to other, equivalent grazing whenever possible. In-kind compensation may also be offered, if agreed to between the Project and the PAP.</td>
<td>Compensation shall be determined based on negotiation between the CVGT and the PAP for the current year only, and only for the duration of time when lands are inaccessible; in other words, if the project restricts access at a mid-point of the dry season, then the PAP may be compensated for the remainder of the time the PAP anticipated to graze.</td>
<td>Negotiations between the CVGT and the PAP may be mediated by the PRCU.</td>
<td>The PRCU shall provide an initial review of compensation measures at the time of application for a micro-project, subject to an annual review.</td>
</tr>
<tr>
<td>Loss of access to resources: materials (e.g., fruit, wood, herbs, etc.)</td>
<td>Generally, common lands used either within a village or amongst villages.</td>
<td>Compensation shall be paid for those resources that provide the foundation for livelihoods - whether these are used for domestic or productive use.</td>
<td>If land/sustainable resources of equivalent value are not available for compensation, cash or in-kind compensation shall be provided, based on prevailing local market rate for the specific materials, and the CVGT/CIVGT shall make efforts to provide alternative sources of livelihoods for the PAPs.</td>
<td>PAPs losing access to resources shall be identified and notified as part of the compensation process. The CVGT/CIVGT shall take all possible measures to provide alternative sources of income-generating activities for PAPs, particularly those identified as vulnerable.</td>
<td>Any issues with regards to access to resources shall be addressed in the Annual Audit, in collaboration with the PRCU and the Department of Forestry, as part of CONEDD.</td>
</tr>
</tbody>
</table>
Overview

Integrating PAPs into decision making and project implementation is important in that it as participation serves to engage those people who will be adversely impacted by the Project, the likelihood for larger negative impact in the long run – in the form of conflicts, social upheaval, and other economic impacts – is reduced. Further, by integrating PAPs and gaining their support, particularly from vulnerable groups, as early in the project as possible, the likelihood of developing a sustainable project is also increased, as the community will take “ownership” of the project. Table 2.2 provides a detailed plan to integrate PAPs into project implementation.
<table>
<thead>
<tr>
<th>Issue</th>
<th>Mainstreaming Measures</th>
<th>Responsibility for Action</th>
<th>Timing</th>
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<tbody>
<tr>
<td>Participation of vulnerable groups in decision making sub-committees</td>
<td>Review of existing structures for CAS/CVGT/CIVGT where projects are proposed for the first and second Project phases.</td>
<td>PRCUs to coordinate at the province level with inputs from CVGT/CIVGTs</td>
<td>From CBDRP/SILEM start</td>
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<td>of the CVGT/CIVGTs</td>
<td>Promote vulnerable groups to participate on sub-committees (CAS) of the CVGT/CIVGT as a pre-requisite to funding</td>
<td>CVGT/CIVGT, with oversight from PRCUs</td>
<td>From CBDRP/SILEM start /ongoing</td>
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<tr>
<td>Participation of PAPs in the Environmental and Social Impact Assessments, and Resettlement Action Plans</td>
<td>Engage PAPs in conducting the EIA/RAP or Abbreviated RAP, if required</td>
<td>PCU and PRCUs</td>
<td>Committees determined prior to project/ongoing</td>
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<td>Develop partnerships with NGOs and civil society</td>
<td>CVGT/CIVGT</td>
<td>Ongoing</td>
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<td>Formulate committees for and by PAPs/vulnerable groups for representation of PAPs</td>
<td>CVGT/CIVGT with assistance from the CCTP/PCU</td>
<td>From CBDRP/SILEM start</td>
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<td>Compensation/mitigation</td>
<td>Public participation</td>
<td>CVGT/CIVGT</td>
<td>Ongoing</td>
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<td>Notification</td>
<td>CVGT/CIVGT</td>
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<td>Documentation of holdings &amp; assets</td>
<td>CVGT with assistance from PRCUs</td>
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<td>Agreement on compensation &amp; contract preparation</td>
<td>CVGT to coordinate</td>
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<tr>
<td></td>
<td>Compensation payment</td>
<td>CVGT to coordinate</td>
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<tr>
<td>Community compensation payments</td>
<td>In-kind measures agreed by the community, following procedures detailed above (notification, etc.)</td>
<td>PRCU</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Monitoring &amp; Evaluation</td>
<td>PAP representative sits on village committee to address grievances</td>
<td>CVGT/CIVGT with oversight from PRCU</td>
<td>From project start &amp; throughout project</td>
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</table>
As discussed, it is not anticipated that the CBRDP/SILEM will have significant adverse environmental or social impacts, especially with regards to access to resources in classified areas. Nonetheless, the Project's structure is designed to address potential impacts at the earliest possible stage in planning; to provide mitigation measures to address these impacts; and to provide monitoring and evaluation at all stages of operation.

The CBRDP/SILEM's participatory approach and focus on capacity building, particularly in its first Phase, includes the following elements:

a) Recognition and support to local organizations or customary groupings of hunters, fisherman, women's groups and animal husbandry groups, forestry groups, etc. through sub-committees of the CVGT (CAS);

b) Oversight of CVGTs at a provincial level, along with a stipulation that funding will not occur without adequate inclusion and participation from vulnerable groups;

c) Compensatory measures are to be provided for those who will be adversely impacted by the Project, whether by losing land, residential, or other structures, or access to resources that impact livelihoods.

While this document provides the process by which negative impacts of the Project shall be identified and addressed, due to the demand-driven nature of the Project, and that no micro-projects have begun - the budget and financing for compensation and mitigation cannot be determined at this time.
CONFLICT RESOLUTION

4.1 INTRODUCTION

The potential limitation of access to resources as a result of Project activities, along with a resettlement policy to find resources of equivalent value as a replacement for PAP/PAF/CAPs may increase competition for and conflict over existing natural resources. This is particularly true for pastoralists, who generally lack customary land tenure rights in the South of Burkina Faso, and risk marginalization. In order to eliminate compensatory measures that will provoke conflict between the PAPs/CAPs, the Project must anticipate potential areas of conflict. These include, but are not limited to:

- Damage to animal husbandry
- Shifting patterns of livestock trails
- Access to water
- Potential for increased brushfires
- Challenge for land ownership and land security
- Friction between government policy of and customary rights played out between different groups of people

General areas of concern are the potential friction between agriculturalists and pastoralists (largely migrants), and conflicts between human populations and wildlife.

4.2 CONFLICT BETWEEN AGRICULTURALISTS AND PASTORALISTS

Depending on the extent of impacts, a certain number of conflicts may be created or accentuated with the reduction of access to classified areas, especially in areas of the South and Southwest, where migrants do not have customary rights. These conflicts may exist for each site:

- Access to water points, due to competition for ponds and watering pools
- Increased risk for pastoralists in the time after the harvest, when fields are at the disposal of the herds;
- Increased risk of conflict as a result of trimming and cutting trees in villages adjacent to classified areas by pastoralists to increase pastoral land; and
- With regards to livestock trails, migrant pastoralists who traditionally use protected areas as a through-way to transfer cattle or other livestock from one areas to another in the direction of other grazing lands or livestock markets may attempt to reconstruct passageways through surrounding communities if traditional routes are closed due to a Project, provoking conflict.
These potential sources of conflict may be addressed through preventative and compensatory measures, and by implementing preventative and coping mechanisms, to be determined as a part of the participatory process of community development through the CVGT/CIVGT, with training and coordination provided through the PRCU and CCTP, with support from the Direction Générale de l’Amenagement du Territoire (DGAT), and DRED.

4.3 CONFLICTS BETWEEN HUMAN POPULATIONS AND WILDLIFE

The Project may also stimulate conflict between human populations and wildlife, although these should be possible to identify and prevent in the early stages of micro-project development. For all of the potential project sites, especially those in classified areas, it will be important to consider the question of damages posed by wildlife as a direct impact of the project, and means to address these through either compensation (generally in-kind) and training. Some examples of these may include the following:

- Access restriction for human populations to protect wildlife may have a “backlash” effect, whereby the wildlife may have greater exposure risks.
- Any new micro-projects should not be placed in areas known as wildlife corridors, to prevent damage and also to maintain separation between wildlife and human populations.

4.4 MECHANISMS TO ADDRESS CONFLICT

Mechanisms to address conflict can be categorized as either preventative or curative. At the preventative level, it is necessary to identify potential conflicts and to attempt mitigation early in the Project, using a participatory approach, integrating potentially concerned groups. These groups tend to be marginalized because of their lack of land tenure and their reliance on an intermediary (e.g., husband, father, or host). Training through the project on mechanisms for conflict management may also be required.

Under customary law, these groups are often brought together by the Council of Elders, and are often open to discussions that include groups who are not typically involved at the higher levels of village administration: women, migrant livestock farmers, native groups who have recently arrived to the area, and youth. The intermediary is responsible to explain to the newcomer the access rights to local resources relative to communal and classified areas, and is essentially in charge of their passage through the village.

In order to prevent conflicts, the placement of centers of communication which incorporate the existing networks as well as establishing precise management guidelines accepted by all parties involved (hours and timely access to water points, seasonal access to grazing areas, banning of access agreed by all) may be
necessary. The agreement obtained through consultation can be an informal setting or through official measures. The execution of mutual protocol includes the rights and needs of each person as well as the Village Observation Committee, sanctioning methods, etc. When a confrontation has already occurred, it is necessary to involve institutions familiar with the key actors (after) having reached a consensus on the issue, in the form of a simple recognition of the offence by the party, compensation payment, and community service, etc. There again, the proportion of social issues at the level of local government is essential in order to for the process to be reached in an amicable fashion without interference of local authorities.

The official regulatory process of conflict resolution is under the jurisdiction of the districts and/or the Prefect. A large part of the litigation, and before was considered "customary". The types of inter-village conflicts that escape treatment at the local level occur by refusal of the actors to recognize a local authority. In Burkina Faso, policies exist which relate to "alternatives for conflict management"; they involve the selection of local representatives by the communities and legal institutions, who are entitled to handle a certain number of rural disputes in order to bring relief to the ethnic tribes that are in conflict.
Monitoring arrangements through this process framework should be integrated with, and based on, the monitoring arrangements discussed in Section 9 of the RPF.

At the beginning of the project, the PCU should establish site by site for each phase (a) Evaluation on status of each site, (b) Evaluation at mid-point of project (c) Final evaluation at end of project. The key indicators are defined by each phase. The base for the reference on the social impacts should be established at the beginning of the project through public consultation and completed during the creation of the village development plan. The baseline will consist of:

- Evaluation of activities in the protected areas, gathered from the exhaustive list
- The evaluation of the PAPs according to the list of the PAPs, the methods by which to contact them, and an index for the vulnerable groups,
- The evaluation of compensatory measures considered (micro-projects and trainings for the PAPs; development and infrastructure for the CAPs), the project timeline of activities, the protocols),
- The monitoring and evaluation of at the decentralized level for transparency of actions, decision-making, procurement methods, functionality of conflict management systems, etc.