

# IRC

Burkina Faso

IRC Burkina Strategy Framework 2017-2021

Building WASH systems to deliver  
the Sustainable Development Goals

Supporting water sanitation  
and hygiene services for life



At IRC, we believe that turning on a working tap should not be a surprise or cause for celebration. We believe in a world where water, sanitation and hygiene services are fundamental utilities that everyone is able to take for granted. For good.

We face a complex challenge. Every year, thousands of projects within and beyond the WASH sector fail – the result of short-term targets and interventions, at the cost of long-term service solutions.

This leaves around a third of the world's poorest people without access to the most basic of human rights, and leads directly to economic, social and health problems on a global scale. IRC exists to continually challenge and shape the established practices of the WASH sector.

Through collaboration and the active application of our expertise, we work with governments, service providers and international organisations to deliver systems and services that are truly built to last.

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This document presents IRC Burkina's medium-term strategic framework and theory of change for the years 2017 to 2021.

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## Abbreviations

<b>ADAE</b>	Association pour le Développement des Adductions d'Eau
<b>CEMEAU</b>	Centre des Métiers de l'Eau
<b>DGEP</b>	Direction Générale de l'Economie et de la Planification
<b>DGIS</b>	the Netherlands Directorate-General for International Cooperation
<b>HRBA</b>	Human Rights-Based Approach
<b>LRRD</b>	Linking Relief, Rehabilitation and Development
<b>ONEA</b>	Office National de l'Eau et de l'Assainissement
<b>SDG</b>	Sustainable Development Goal
<b>SDG 6</b>	Sustainable Development Goal 6: Clean Water and Sanitation for All
<b>SDM</b>	Service Delivery Model
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WA-WASH</b>	USAID West Africa Water Supply, Sanitation, Hygiene Program





# 1 Introduction

This programme strategy has been prepared by IRC Burkina in consultation with key partners to guide the delivery of IRC programming in Burkina Faso from 2017-2021. It sets out IRC Burkina's goals in relation to the IRC overall mission and goals contributing to the SDGs. The IRC Strategic Framework and theory of change 2017-2030 is primarily dedicated to achieving SDG 6, and within this is focused on Targets 6.1, 6.2, and 6.3. IRC Burkina aligns these broad goals with the vision and priorities of the Government of Burkina.

## 1.1 THE CHALLENGE

### Access to water services

Achieving the Water, Sanitation and Hygiene (WASH) SDG is possible but profoundly challenging. National and municipal systems are needed to ensure we can all build on investments in infrastructure and provide uninterrupted and high-quality services. Currently such systems are often weak or non-existent.

Once WASH infrastructure has been built, its efficient operation, management, and eventual replacement happens fitfully, or not at all, because the national and municipal systems necessary to do so are lacking. Clean, safe drinking water remains the exception rather than the rule.

JMP figures from 2015 show 39% of rural households have access to a basic service, while government figures claim that 65% is served with safe water. The discrepancy in figures lies in the definition of

## BOX 1 THE INDICATORS FOR SDG 6

### SDG 6 Clean water and sanitation

#### 6.1 Water

For a **safely managed** drinking water service, people must use an improved source meeting three criteria:

- it should be accessible on premises,
- water should be available when needed, and
- the water supplied should be free from contamination.

If the improved source does not meet any one of these criteria but a round trip to collect water takes 30 minutes or less, then it will be classified as a **basic** drinking water service. If water collection from an improved source exceeds 30 minutes it will be categorised as a **limited** service. The JMP also differentiates populations using **unimproved** sources such as unprotected wells or springs, and populations drinking surface water collected directly from a river, dam, lake, stream or irrigation canal.

#### SDG 6.2.1 Sanitation

For **safely managed** sanitation services, people should use improved sanitation facilities, which are not shared with other households, and the excreta produced should either be:

- treated and disposed in situ,
- stored temporarily and then emptied and transported to treatment off-site, or
- transported through a sewer with wastewater and then treated off-site.

If the excreta from **improved** sanitation facilities are not safely managed, then people using those facilities will be classed as having a **basic** sanitation service. People using improved facilities, which are shared with other households, will be classified as having a **limited** service.

#### SDG 6.2.2 Hygiene

The presence of a handwashing facility with soap and water on premises has been identified as the priority indicator for global monitoring of hygiene. Households that have a handwashing facility with soap and water available on premises will meet the criteria for a **basic** hygiene facility. Households that have a facility but lack water or soap will be classified as having a **limited** facility, and distinguished from households that have **no facility** at all. In some cultures, ash, soil, sand or other materials are used as handwashing agents, but these are less effective than soap and are therefore counted as limited handwashing facilities.

Source: WHO/ UNICEF Joint Monitoring Programme

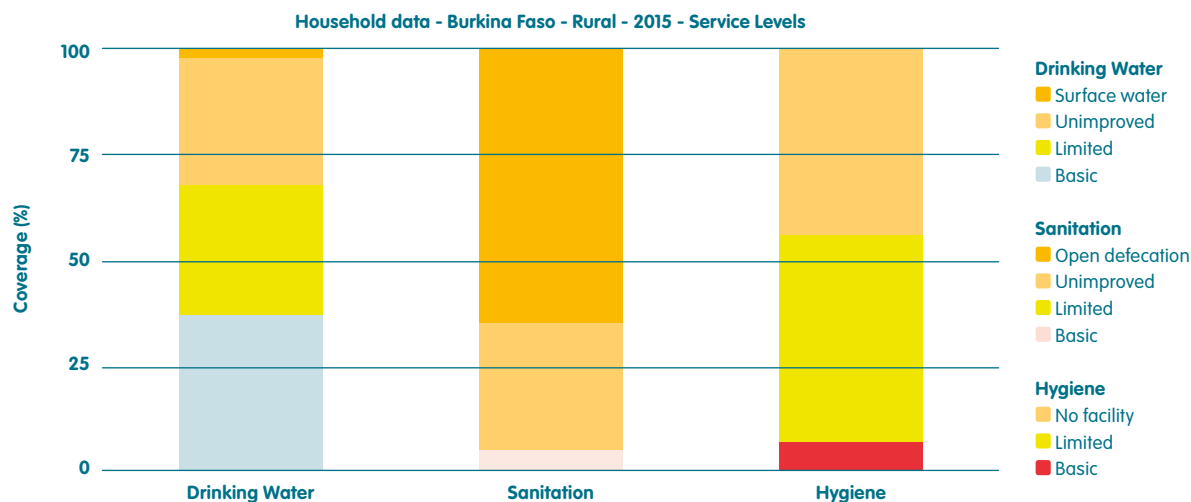


FIGURE 1 FROM JMP 2015 REPORT [HTTPS://WASHDATA.ORG/DATA/HOUSEHOLD#!/DASHBOARD/NEW](https://washdata.org/data/household#!/dashboard/new)

functionality of a water facility: while access to a water facility includes coverage and functionality, the facility is considered functioning when breakdown is less than 12 months.

**Hygiene**

People’s awareness of hygiene is weak or non-existent, and the practice of open defecation is still widespread (partly due to the absence of hygiene awareness). Untreated faecal matter makes its way back into the environment and food chain.

**Population growth**

Burkina Faso has a population of 18.65 million with an annual population growth rate of 2.9% (2016). This means that every year, an additional 522,000 persons

require access to safe water and sanitation. As such, the challenge of this country is not only to achieve universal access for the existing population, but to ensure service provision at a 2.9% growth rate, or stabilisation of the population growth.

**Poverty**

Burkina Faso’s Human Development Index value for 2015 is 0.402, which puts the country in the low human development category, positioning it at 185 out of 188 countries. While between 2005 and 2015, the index increased from 0.325 to 0.402 (23.6%), it is important to recognise this country is struggling with extreme poverty, confirming the need for crucial investments in critical sectors such as WASH, health and education, each with their own SDG targets.

**Finance**

It is looking very challenging for this poor country to achieve the SDG 6 targets, when other sectors such as education and health, are given priority. For example, the health and education sectors have been allocated 13% to 16% of the national annual budget (EUR 2.7 billion) while WASH has been allocated only 2% over the past 5 years. Specifically, it is estimated that the investment required to achieve SDG 6 is EUR 4.3 billion in total, equivalent to EUR 285 million per year. Between 2013 and 2015, the total investment in the sector from government and donors was about EUR 76.2 million per year. As such, there is a massive deficit, and a challenge to grow the annual investment by 374%.

**Lack of a systems approach**

As is common amongst West African Francophone countries, the development approach in Burkina, especially in rural areas, has been based on one-off projects, charity and construction of new infrastructure. This has been at the expense of focusing on service delivery, sustainability and the creation of strong national and local systems.

**Security**

Unfortunately, the country has been facing a serious security crisis with several terrorist attacks, including in the capital Ouagadougou, since 2016. Part of the national budget and external aid has been redirected to address this emerging issue at the expense of other needs.

**1.2 EMERGING TRENDS**

The Government of Burkina Faso has made significant strides in recent years with high-level commitment to SDG 6. In part due to an active civil society, which



included IRC, that advocated for WASH as a priority, WASH received heightened attention during the 2015 Head of State and Parliamentary elections, with a specific mention in political mandates. As a result, in 2015, the Government of Burkina Faso established access to water and sanitation as human rights in the Constitution.

Further Government commitment is recognised through the Government's alignment with new global norms and standards: with "safely managed service" as the ambition. In 2015, the country defined a new water and sanitation policy and in 2016 the investment programmes for achieving universal access to WASH services by 2030 have been fully developed and costed. Main improvements in these programmes compared to the past relate to:

- Recognising and protecting WASH services as human rights
- Implementing structural reforms for sector governance and performance
- Ensuring the continuity and affordability of WASH services
- Ensuring sustainable financing beyond external aid

### **1.3 2012-2016 BUSINESS PLAN: LESSONS LEARNED**

IRC Burkina's previous business plan 2012-2016 aimed to achieve two broad and transformational goals for the WASH sector:

- Adoption of a service delivery approach
- Adoption of a strong learning and adaptive approach to service delivery

IRC Burkina has been an important player in changing the sector's focus since 2012, and the Service Delivery

Approach (SDA) is strongly embedded in the sector, and national level understanding and learning debates around costing, service levels and sustainability are strongly influenced by IRC Burkina.

During the lifetime of our previous business plan 2012-2016, we focused on the need to understand that service delivery grows over time. We also worked to champion the significance of leadership shown by national and local governments, the importance of local people learning and adapting to come up with robust solutions, and the necessity of cross-sector dialogue to maximise the impact of WASH investment on people's lives and livelihoods.

The End of Programme Evaluation found that the adoption of a service delivery approach was greatest at policy and dialogue levels, and that more time is needed to translate this into concrete activities on the ground. The evaluation found that the sector needs to strengthen monitoring to improve the measurement of changes across the cycle from policy to impact, learning, and adaptation.

## 2 Our strategic framework

IRC's Strategic Framework and theory of change for 2017-2030 presents a set of overarching long-term priority objectives and actions primarily dedicated to achieving SDG 6 and most clearly focused on Targets 6.1, 6.2 and 6.3.

Since establishing the IRC Burkina office in 2012, our role has evolved from Service Delivery Approach and Life Cycle Cost Approach experimenters at municipal level and promoter at national level, to becoming a sector strategic change agent at both levels - playing an active role in reflections and sector developments, as well as presenting global sector perspective through active learning.

The key lessons that form the basis for the IRC Burkina strategic framework for 2017-2021 are:

1. Providing WASH services requires strong national and local systems (building blocks) to be in place
2. Programmes need to be long-term and across the entire service delivery chain - from national to municipal to household level
3. Focus municipalities allow for testing of direct intervention (and measurement) along the entire service delivery chain from the national policy level to improved services on the ground
4. Political leadership and public finance are linked, and both are essential to providing universal access to WASH services

### 2.1 OUR ROLE AND THEORY OF CHANGE

IRC's theory of change has a vision of strong national systems at district and national level that deliver and maintain universal access to water, sanitation and hygiene, as well as address other water-related targets of SDG 6. It is based on the key assumption that strong national systems are underpinned by strong national leadership - both political and financial. We believe that decentralised administrative units provide the right scale at which to model behaviour, test approaches and identify solutions to drive the route to universal access. For this reason, IRC will work with partner districts to map water and sanitation infrastructure assets, monitor services and systems, develop realistic budgets and bankable plans - and subsequently help to identify financing for those plans.

However, success at district level is not in itself enough to be sustainable or to spark a national movement to achieve universal access. It must

connect strongly with national level activities, to build strong partnerships and create the building blocks that will enable districts to achieve their goals.

Sustainable Development Goal 6 is about ensuring availability and sustainable management of water and sanitation for all by 2030. Collaborative efforts and new thinking, approaches, and methods are needed alongside strong local and national governmental institutions and leadership. There is a need to test new, realistic, and promising solutions and approaches to build credible and actionable evidence on how SDG 6 can be achieved. IRC has identified opportunities at local and national level to begin building this evidence.

This theory of change encapsulates IRC's role, and the actions that it intends to take, at district, national and global level to support the achievement of its vision through several broadly expressed outcomes. It is

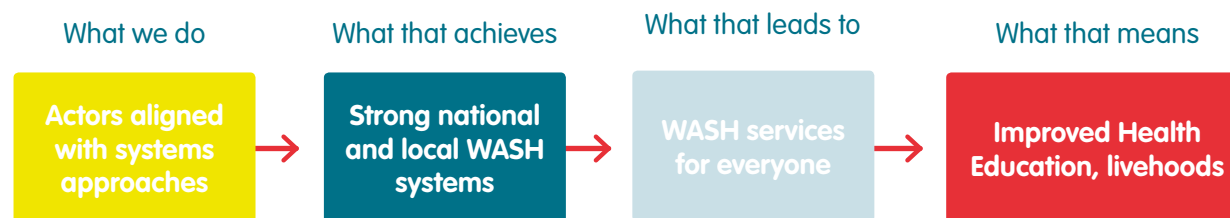


FIGURE 2 CHANGE LOGIC OF IRC'S THEORY OF CHANGE

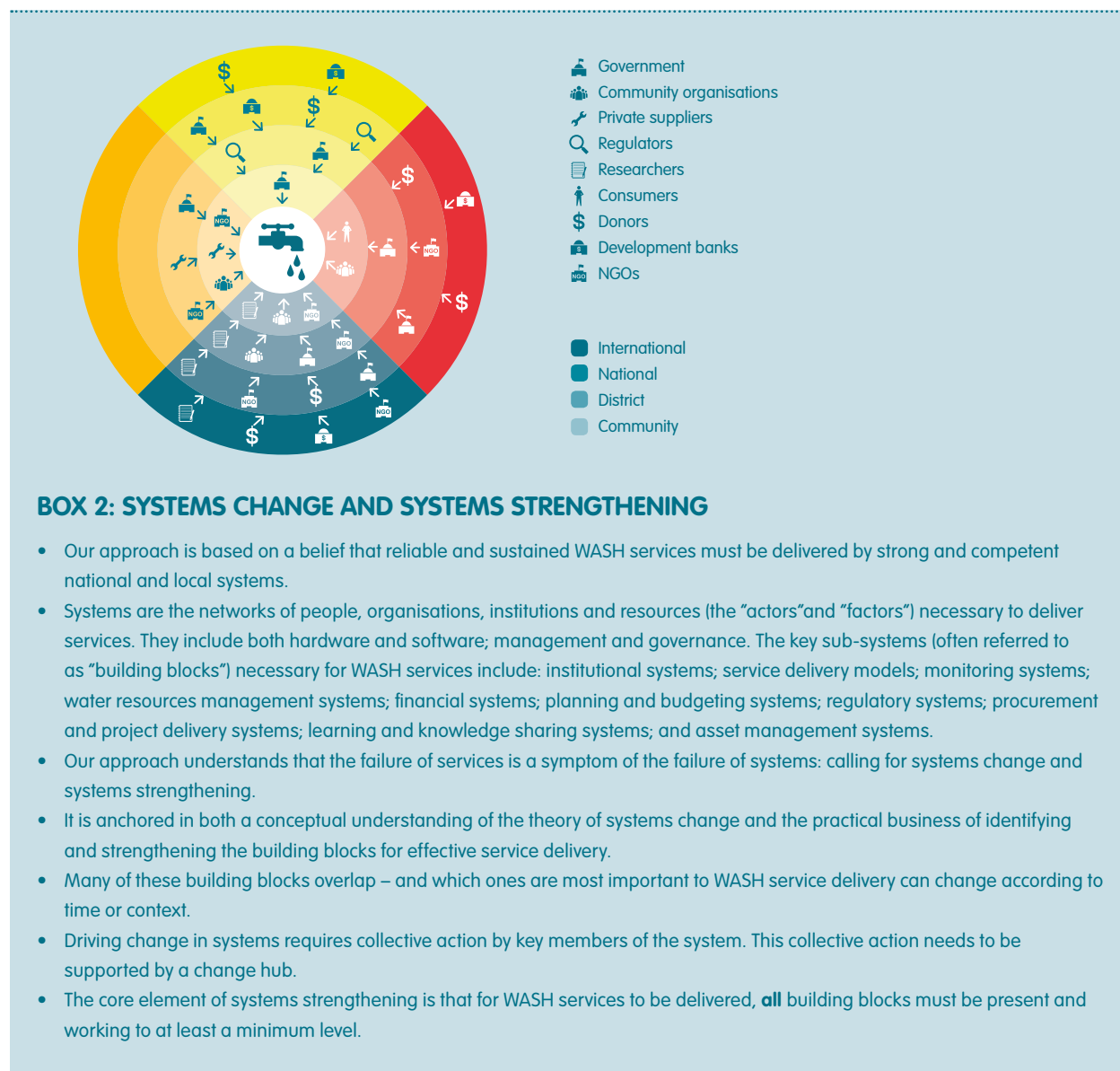
based on the idea that IRC, through these actions, can provide a hub or backbone for collective action by strong district and national partnerships, and catalyse and support sustained action leading to universal access. IRC will leverage partnerships and networks at the national and district level to improve the means of WASH delivery. IRC's hub role at the national and district level will involve convening actors, stimulating experimentation, codifying and sharing knowledge.

Figure 2 summarises the IRC theory of change, while Annex 1 presents the detailed logical steps that the theory of change follows.

IRC will monitor outcome level change within partner districts and at national level to measure progress and to ensure that results in IRC partner districts contribute to a broader national movement for universal access.

## 2.2 NATIONAL LEVEL: SUPPORTING STRONG NATIONAL SYSTEMS AND GOVERNMENT LEADERSHIP

To reach the ambition of “every household, school, health care facility, workplace and public place has access to reliable and affordable drinking water, sanitation and hygiene by 2030 in Burkina Faso”, we are convinced that the institutional, political, regulatory and financial systems need to improve considerably by 2021 at both national and municipal levels. We aim to transform the country systems by strengthening the building blocks for a performing WASH sector and by improving reciprocal accountability between stakeholders.





We act as a Change Hub. This means that we drive collective action by a wide-ranging partnership of sector players – resulting in strong and resilient national systems capable of delivering and maintaining the WASH SDG. Our role is to make sure each strategic stakeholder at national level takes full ownership of a shared vision of building blocks to achieve SDG 6 and act upon it in their respective functions within the country system.

We do this by:

- 1) Providing technical assistance to stakeholders: advice, training, learning, action-research and knowledge documentation and dissemination
- 2) Influencing high-level decision makers and other strategic stakeholders with evidence-based insights and innovative solutions
- 3) Channelling financial support to selected stakeholders for achieving their functions

Our increasing experience in this role as a Change Hub - growing since 2012 - makes us confident that this will be of a strong and unique added value in supporting public action towards SDG 6.

As part of the Change Hub functions, we will work on strengthening the building blocks that create a strong national system. We will mainly focus on the following areas identified at the national level from the baseline assessment of challenges and emerging trends conducted in 2017:

- 1) Institutional arrangements
- 2) Finance
- 3) Monitoring and regulation
- 4) Learning and adaptation

With political support at the national level, this provides the ability for stakeholders in partner municipalities and IRC to experiment and adapt. National systems (e.g. for monitoring or regulation) are required for municipal systems to function effectively. We will ensure that relevant national systems are in place and functioning. If the national systems are lacking or not good enough, we will use our work in the partner municipality to inform their development and strengthening.

While there has been increased adoption of the service delivery approach, this has not led to a significant increase in funding (government or donor) for service delivery. Now that we've successfully influenced people within the sector, and the service delivery approach largely adopted, we now need to ensure greater political commitment and leadership, backed with strong solutions for sector financing at both national and municipal levels. Without financing, progress will remain slow. As such, our new strategic framework has a much larger role for direct advocacy work outside the sector itself, focusing on government budget allocations, reaching out to the Parliament and the Ministry of Finance. Our direct advocacy needs to go beyond the users of WASH services and reach out to citizens, taxpayers and non-institutional leadership enabling them to demand and contribute to concrete changes in WASH.

### **2.3 MUNICIPAL LEVEL: STRENGTHENING LOCAL GOVERNMENT AND LEVERAGING PARTNERSHIPS**

In implementing our new strategy 2017-2021, we will partner with municipalities and support them until they achieve universal access to WASH services. We

will make sure that our work strengthens national and municipal systems in a way that brings services to the most disadvantaged and remote communities within municipalities.

We will work in long-term partnerships in municipalities, led by local government and involving other municipal partners, and help them to achieve and maintain their vision of universal access. We will take the lessons learned from these municipalities and bring them to the national level - helping to create the environment needed to enable replication and sustainability.

We will use municipal-level progress as a proof of concept that universal access can be achieved, to promote a move towards universal access at the national level and encourage replication and adoption in other municipalities, through training and learning and experience sharing events. We will then take what we have learned from the municipalities in Burkina Faso into the global sector development forum.

For example, the Municipality of Banfora was identified for a collaborative field demonstration with country stakeholders for achieving SDG 6. Banfora has been selected based on a shared area of interest from key partners committed to working together within the Agenda for Change framework (WaterAid and IRC), with the help of the Conrad N. Hilton Foundation.

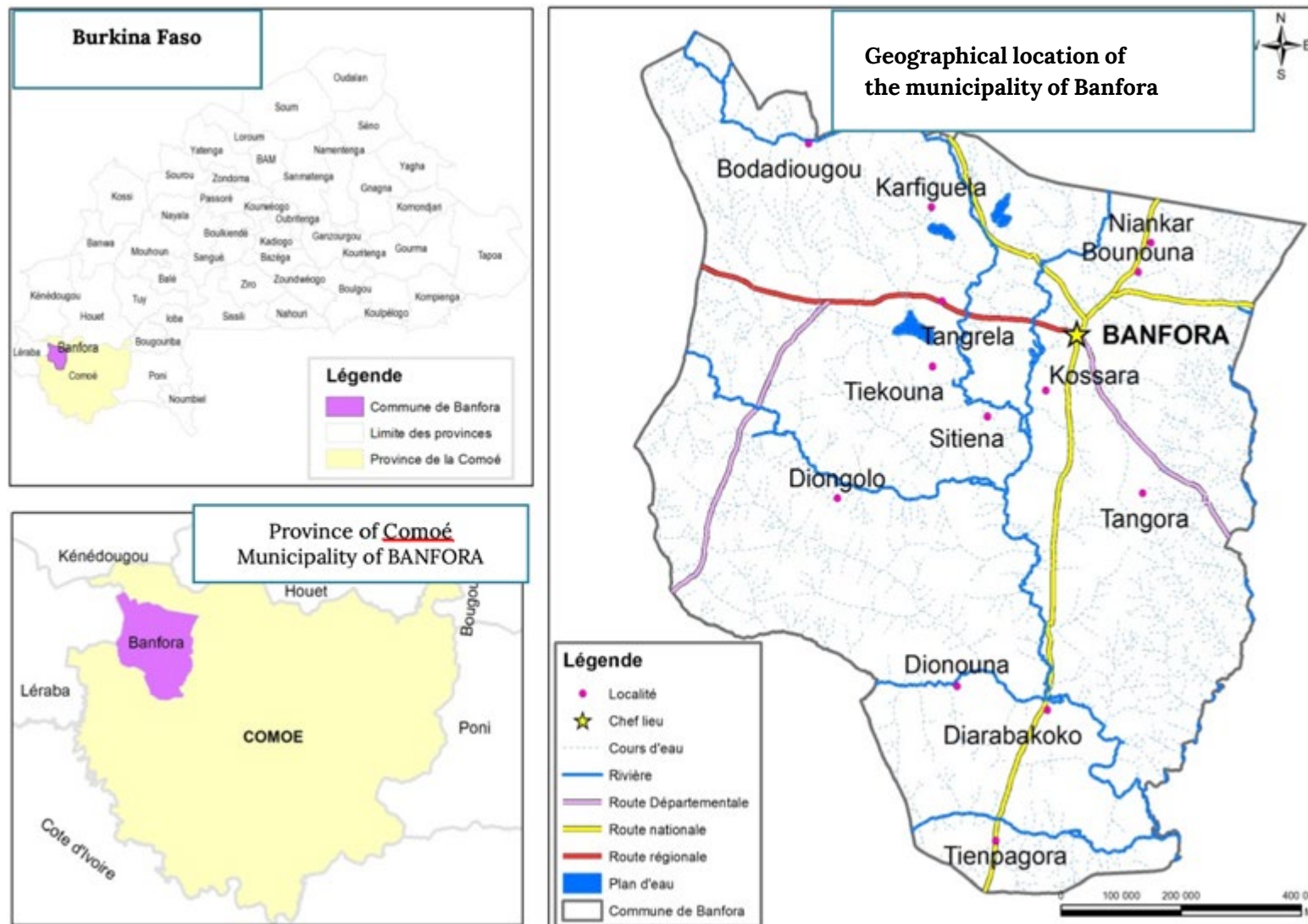


FIGURE 3 MAP OF THE MUNICIPALITY OF BANFORA

Between now and 2030, we have committed to maintaining our long-term partnership with the municipality of Banfora. We will hold ourselves accountable for ensuring that every household, school, health care facility, workplace and public place in Banfora will have access to sustained, safe and adequate WASH services by 2030.

To reach that ambition, the governance and operating systems in the municipality of Banfora need to improve considerably by 2021. Assessment in 2017 showed that all these critical factors are weak.

Our mission is to transform the municipality systems by strengthening the building blocks for a performing WASH sector and by improving reciprocal accountability between stakeholders.

We will play the same Change Hub role at municipal and national level: we will bring players together, stimulate experimentation, and create and share knowledge for reuse. We will also go one step further: we will work with municipalities to map assets, monitor services, develop realistic budgets and clear, comprehensive plans, and afterwards we will help identify funding sources for those plans. Main building blocks to be improved, as identified in the 2017 baseline study, through our support to the municipality of Banfora are:

- 1) Finance
- 2) Planning and budgeting
- 3) Monitoring and regulation
- 4) Learning and adaptation
- 5) Service delivery models
- 6) Asset management

**TABLE 1** DEMOGRAPHIC PROFILE OF BANFORA. (VARIOUS SOURCES: INSD, 2009 (POPULATION & INCIDENCE OF POVERTY) AND STRATEGIC DIAGNOSIS DATA, 2017)

Items	Data or information	
Status	Urban municipality	
Surface area	934 km <sup>2</sup>	
Number of villages and sectors	22 villages and 15 urban areas	
Population in 2017	153,574 inhabitants	
Projected population in 2030	235,041 inhabitants	
Regional incidence of poverty	22.7%	
Access to drinking water	Access to approved facilities <sup>1</sup>	69%
	Safely managed drinking water	0%
Access to wastewater and excreta treatment	Access to approved facilities	28%
	Safely managed wastewater and excreta treatment	0%
Water resources	Surface water: The Tengrela lake, and 3 dams built on Comoé river: Moussodougou, Toussiana and Lobi. Groundwater: Boreholes.	
2017 Budget	CFAF 1,006,759,582 =	
Potential partners of the municipality	KfW, National Office for Water and Sanitation (ONEA), Danida, WaterAid and "Munyu" association	

IRC Burkina and partners will use progress in Banfora as a proof of concept that universal access can be achieved and promote a move towards universal access at the national level, and encourage replication and adoption in other municipalities in

Burkina Faso through training and learning and experience sharing events. We will then take what we have learned from Banfora into the global sector development forum to contribute to the broad change movement.

<sup>1</sup> MDG criteria



## 2.4 GLOBAL LEVEL: ADVOCATING FOR WASH SYSTEMS STRENGTHENING AND CONTRIBUTING TO LEARNING PLATFORM

Our global agenda carries on from our original mandate: sharing our knowledge and experience of WASH on the one hand, and advocating our core messages on the other.

We do this by drawing on our own and partners' experiences in Burkina Faso and municipalities (and beyond). We aim to feed the growing global demand for quality information about what works and, just as important, what doesn't.

Our global activities help us to increase our impact in Burkina Faso, as well as establish our reputation and draw in financing for our intervention in Burkina Faso and in Banfora. We will do this by:

- Using evidence from Burkina Faso and Banfora for advocacy
- Combining lessons learned from Burkina Faso and Banfora to gain new insights into building systems
- Bringing global innovations to our interventions in Burkina Faso and Banfora

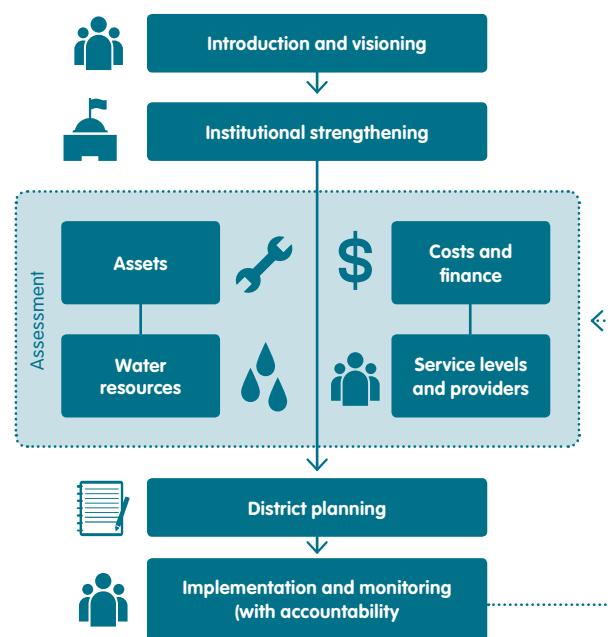


FIGURE 4 ROADMAP FOR WASH SYSTEMS STRENGTHENING

### 3 Main partnerships

As we implement our theory of change we will build on our competence in knowledge management, capacity building, innovation and research, advocacy and policy. To these we will bring our skills in supporting change processes: as a convener, networker, documenter and sharer of knowledge and use these to act as a Change Hub in support of broadly-based municipal and national level partnerships. These activities will support a broad multi-partner approach for collective impact which will mobilise broad-based support to achieving SDG 6.

At national level we will strategically strengthen specific partnerships (between partners and the municipality of Banfora) to address the key issues identified and presented in the table below.

At municipal level, we will strategically strengthen specific partnerships to address the key issues identified and presented in the table below.

**TABLE 2** KEY ISSUES AND PARTNERS AT NATIONAL LEVEL

Issue	Expected change by 2021	Partners identified
Institutional arrangements	The Ministry of WASH is adequately structured and operated for effectively fulfilling the mandate of national sector authorities	Danida (Technical Assistance Team) EU (Technical Assistance Team) Ministry of WASH (Management Team)
Finance	The WASH sector is implementing a solid financing strategy covering life cycle costs by combining the 3Ts: Taxes, Tariffs and Transfers	WHO (TrackFin Team) UNICEF Ministry of Finance Presidential Office Parliament First Lady's Office
Monitoring	The WASH sector monitoring is fully aligned with SDG 6 indicators (JMP service ladders) for monitoring performances	UNICEF CEMEAU (EU training project team)
Regulation	There is strong and active accountability between citizens, taxpayers and public authorities on performances of WASH and realisation of human rights	Alliance FAS'EAU <sup>2</sup> (WASH social accountability media and CSOs) Danida (Human Rights-Based Approach financing unit) EU (Human Rights-Based Approach financing unit) CEMEAU (EU training project team) Ministry of WASH Ministry of Justice and Human Rights
Learning and adaptation	The sector ensures regular learning and experiences around achieving SDG 6 & successful solutions in partner municipalities are shared	UNICEF Any other partner upon request or opportunity
Improving WASH in schools	Structurally positioning WASH in schools as a critical input within the national education system	Ministry of Education Catholic Relief Services
Improving WASH in health centres	Structurally positioning WASH in health care facilities as a critical input within the national health system	World Vision CDC Conrad N. Hilton Foundation Ministry of Health

<sup>2</sup> In 2016, attempting to break down sector silos in advocating for water and sanitation and to catch the attention of government, partners and citizens, in a new and more powerful way, Alliance FAS'EAU was born. Alliance FAS'EAU is a network of stakeholders from different fields, working together for the same cause, the right to water and sanitation.

**TABLE 3** KEY ISSUES AND PARTNERS AT MUNICIPAL LEVEL

Issue	Expected change by 2021	Partners identified
Finance	The municipality is implementing a solid financing strategy covering life cycle costs by combining the 3Ts: Taxes, Tariffs and Transfers	Municipality of Banfora Conrad N. Hilton Foundation WaterAid
Planning and budgeting	The municipality is implementing a strategic plan broken down into solid annual investment plans	Regional direction of WASH in Cascades Danida;
Monitoring	The municipality is fully aligned with SDG 6 indicators (JMP service ladders) for monitoring performances	National Office for Water and Sanitation (ONEA) – national water utility ; Association pour le développement des adductions d'eau (ADAE) - private sector;
Regulation	There is a strong and active regulatory system about performances of WASH and realisation of human rights (enabling accountability between citizens, taxpayers, public authorities and service providers)	Local CSO platforms Any other partner upon an opportunity
Learning and adaptation	The sector ensures regular learning and experiences around achieving SDG 6 & successful solutions in partner municipalities are shared	
Service delivery models	A range of models (for financing and operating) is available for each specific context in Banfora	
Asset management	The municipality is implementing a solid asset management plan	



## 4 Monitoring, evaluation and learning

IRC has developed a global monitoring framework to track progress in implementation and effectiveness, and to identify bottlenecks for early resolution.

Mid- and end-term evaluations of the strategy will be commissioned by IRC HQ. Project-specific evaluations will be agreed with project funders and partners.

Learning will continue to be central to the IRC Burkina programme, and we will actively experiment with a range of innovative approaches as part of our efforts to lead by example. The following key activities will be maintained over the entire 2017-2021 period to foster cross learning with partners and sector stakeholders.

IRC Global developed an overarching results framework for the entire period of the strategic framework and theory of change 2017-2030. This framework will:

- Provide robust indicators for monitoring improvements in WASH services
- Provide robust indicators for monitoring improvements in systems
- Clearly identify baseline levels of WASH service in Banfora
- Clearly identify the strength of (and gaps in) existing national and local WASH systems building blocks
- Set medium-term (2021) targets for improvement in WASH services in Banfora
- Set medium-term (2021) targets for improvements in systems in Banfora and at national level

This results framework will form the basis of annual monitoring and reporting along the entire intervention chain – from national and municipal level

systems strengthening to the quality and coverage in WASH services in Banfora. It will be supported by a public-facing monitoring section on the IRC website.

Internally this monitoring framework will be used for the annual planning purpose. Findings from the monitoring will be enriched by the annual internal learning workshop (Synergy Week) that will bring together all experts for a reflection on successes and failures as well as lessons learned and improvements needed in future interventions.

At the sector level, we will fully support the implementation of the national action plan for WASH learning developed and led by the Ministry of WASH for the period from 2017 to 2021. This plan covers two major activities:

- 1) Enabling permanent sharing of knowledge documents and sector publications (policy, strategy, laws, by-laws, etc.) through in-person meetings or virtual platforms (websites and social media).
- 2) Organising two sector learning and experience sharing events about achieving SDG 6 with about 300 participants, every year. One event will be dedicated to water and the other to hygiene and sanitation.

IRC Burkina will be maintaining existing partnerships mainly with UNICEF for supporting this national action plan for sector learning. Additional partnerships will be developed as opportunities arise.



## 5 Our organisation

In the previous strategy period 2012-2016, IRC Burkina faced challenges related both to the delivery of the mission by content experts as well as performing the support functions (administration, finance, and management). Main issues identified from the internal assessment of IRC Burkina office performed in 2016 are:

- Delays in achieving the deliverables
- Insufficient quality in certain deliverables
- Limited ability of most content experts to communicate in English
- Limited ability of most content experts to write publications and knowledge documents
- Limited accuracy and timeliness of finance reporting
- Limited capacity for strategic management and leadership
- Limited legitimacy as foreign NGO for high-level political influence and rule changing ambitions at national level

The assessment report showed that IRC Burkina can achieve its contribution to the sector by 2021 only if we successfully achieve an internal restructuring. Restructuring will enable the business unit to operate more effectively, to meet outcomes and maintain partnerships. As such, the Burkina programme needs to improve and adapt.

Improving the organisational performance of IRC Burkina Faso requires a set of important actions, each with a specific strategy and detailed plan for

implementation:

- 1) Mobilising and stabilising strong, world-class and committed staff for both content and support functions
- 2) Operating a solid internal planning, monitoring and learning process
- 3) Operating a solid financing model that ensures full cost recovery and resilience to financing risks
- 4) Establishing and operating relevant internal governing bodies of IRC Burkina that provide the legitimacy for high level political influence

In terms of staff, the country programme aspires to combine a group of world-class permanent employees (fixed workforce), with a group of world-class long-term consultants (flexible workforce). The fixed workforce will be consist of 10 fulltime staff, including Director, Operation Manager, Accountant, Administrative Support Specialist, Financial Support Officer, Senior Expert Technical Assistant, and Senior Expert Political Influence, with the on-the-ground staff based in the partner municipality: Expert Water Governance, Expert Sanitation Governance, and Administrative Support Specialist.



FIGURE 5 MISSION OF THE IRC BURKINA OFFICE



Diagram: IRC Burkina Organogram. Some staff members appear twice because they are both involved in management and leadership functions as well as project and assignment implementation functions.

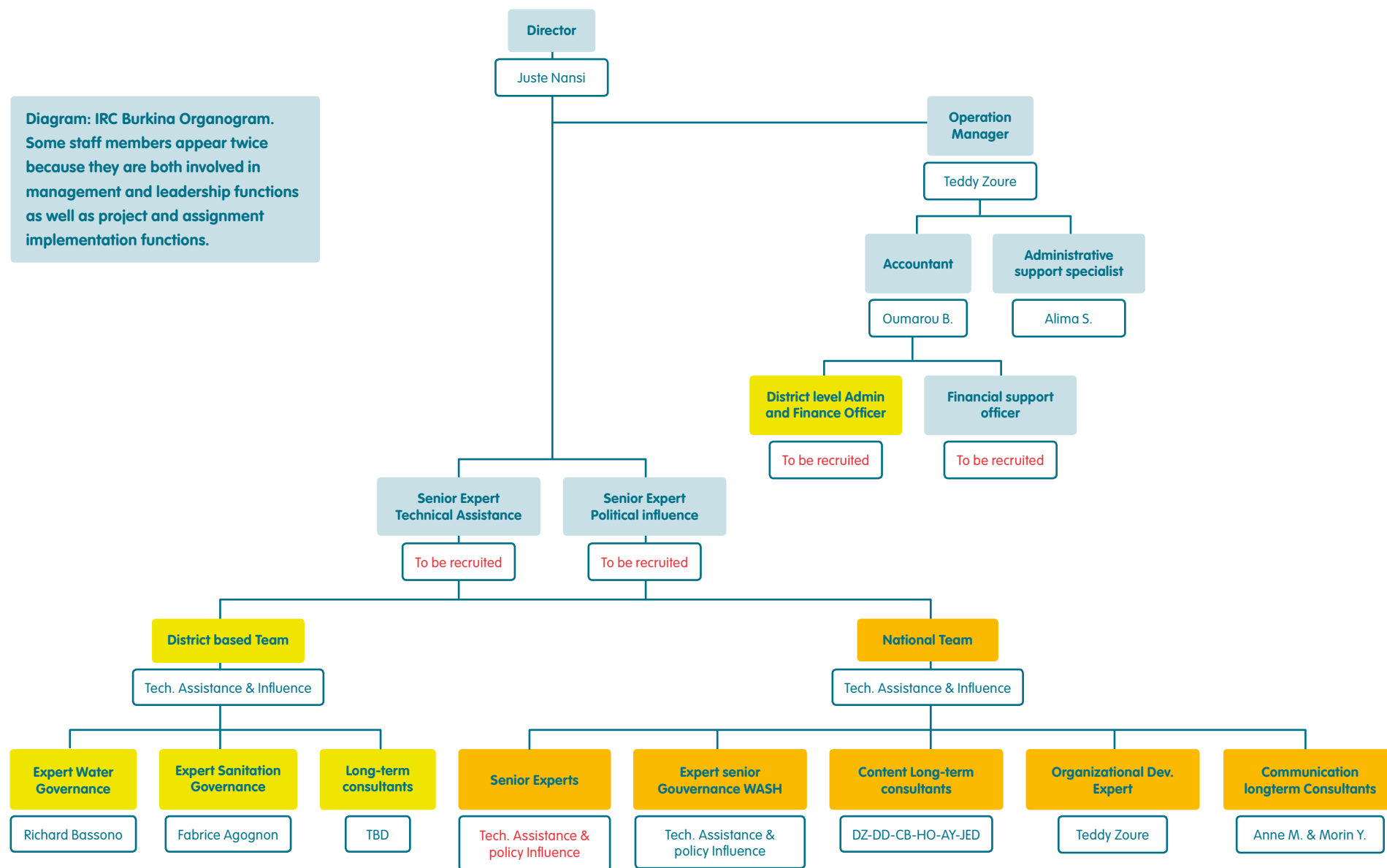


FIGURE 6 IRC BURKINA ORGANOGRAM

## 6 Our business model

IRC Burkina will continue towards a model of an increasingly independent country-based business unit sharing with the “mother-organisation” and other business units: a common brand, values and ways of working, and resources via an internal market.

The Burkina Faso business unit aims by 2021, to become a fully independent entity that is responsible for assuring its own effectiveness in achieving its mission while maintaining a sound financial model as well as be responsible for contributing to the health of the overall organisation and its global mission.

At this moment, IRC Burkina will cooperate as equal partners in a network organisation with HQ.

IRC in Burkina operates as a social enterprise that recovers its costs by selling its expertise to the sector both in Burkina Faso and in the region. The core of our funding strategy is strategic opportunism. This means that, because we are a medium-sized player with a strong brand that is primarily reliant on the market (demands and opportunities) for most of our funding, we will always:

- Work to a vision and mission
- Seek funding from the market to support medium- and long-term programmes with clear goals and objectives
- Be flexible and responsive to the needs of clients, partners, funders and the broad market

This means that we are entirely goal-oriented, but flexible and skilful in identifying opportunities to achieve those goals.

In our 2012-16 business plan, we expressed our intention to diversify our business model. The End of Programme Evaluation in 2016 found that we had been mostly successful in this. IRC Burkina had operated successfully and become a trusted partner of the government and various in-country donors, NGOs, private sector and CSOs. It also found that we had a greatly strengthened hybrid business model with a diversified funding base and had greatly reduced our reliance on core funding. Our new strategy aims to build on and refine this business model.

As such, we will operate a clear and sound marketing and sales strategy. To become an effective and efficient business unit, we need to be clear about our offer or products for sale (our expertise and what we can deliver), understand our clients and have clear and effective actions for engaging with them (demands and opportunities for financing our services).

## 7 Financing and fundraising strategy

The ambition of revenue over the strategy period 2017-2021 is EUR 1.25 million per year.

The financing gap estimated in March 2018 is EUR 3 million. **This gap will be covered by an active and sound marketing and sales strategy.** Various partnerships have already been identified and will be pursued:

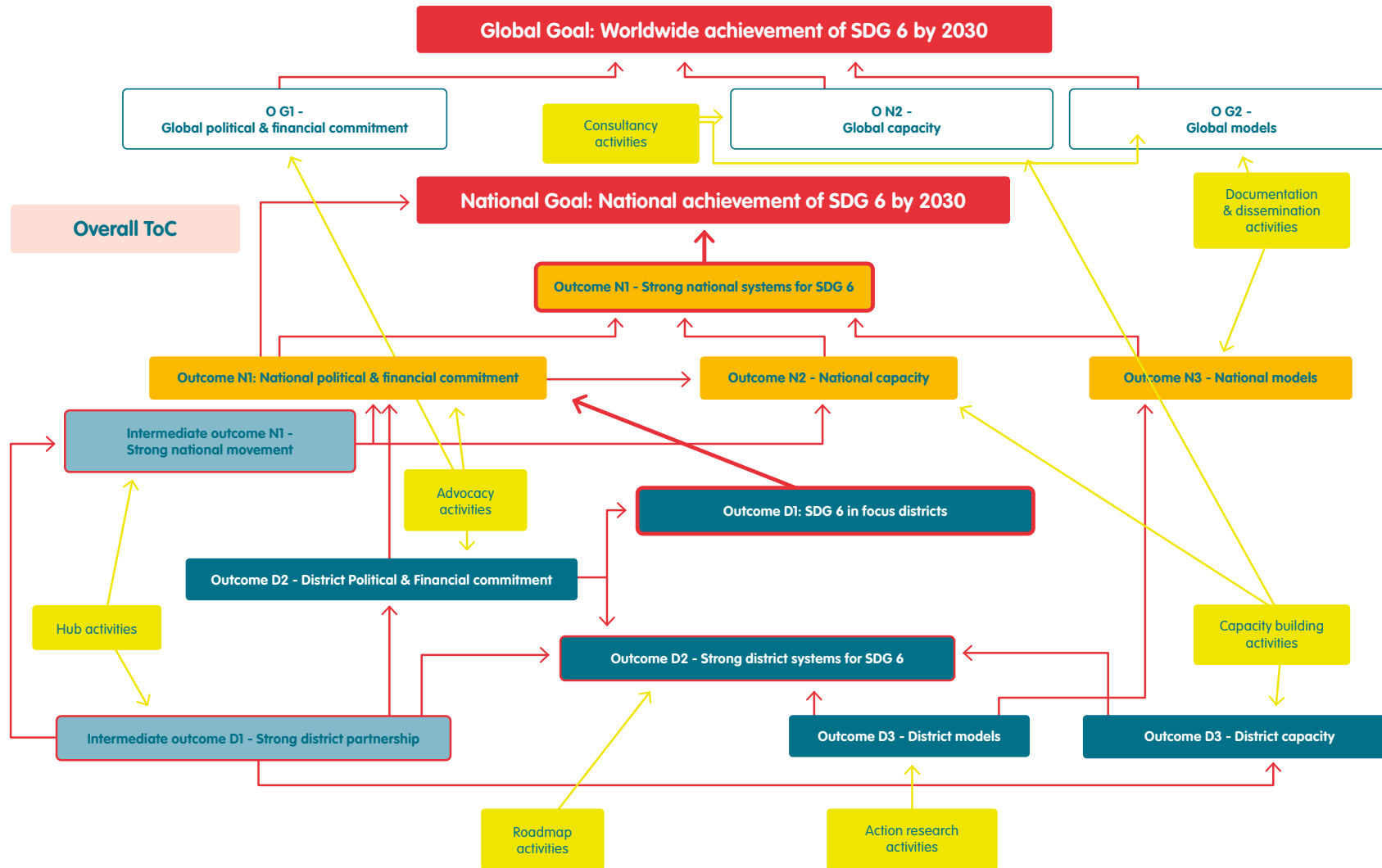
- An Memorandum of Understanding is expected to be signed with the Ministry of WASH (CEMEAU) to implement an EU-funded training project (expected income EUR 375,000 by 2020)
- Collaboration started with UNICEF KM initiative since 2015 and is evolving towards a programmatic support (expected income EUR 450,000 by 2020)
- A call for proposals for sanitation implementation projects will be released by Danida by mid-2018 (expected income EUR 1,5 million)
- With highly skilled experts (staff and associates), we believe we can attract about EUR 100,000 in short-term assignments from 2019 to 2021

**Beyond the total income, the most critical ambition by 2021 is the financial viability.** The expected average gross operating result is EUR 66,000 per year. The cumulative operating result will enable an organisational reserve of EUR 295,362 over the 5-year period. This reserve is indispensable for the resilience of the business unit to financing insecurity as it will allow covering about 6 months of internal running costs.

	2017	2018	2019	2020	2021	TOTAL
Ambition	€ 1.250.000	€ 1.250.000	€ 1.250.000	€ 1.250.000	€ 1.250.000	€ 6.250.000
Contracted	€ 2.699.230	€ 1.795.729	€ 412.500	€ 287.500	€ -	€ 5.194.959
Full pipeline	€ -	€ 394.449	€ 635.000	€ 642.500	€ 645.000	€ 2.316.949
Weighted pipeline	€ -	€ 394.449	€ 210.500	€ 216.500	€ 218.500	€ 1.039.949
Contracted + weighted pipeline	€ 2.699.230	€ 2.190.177	€ 623.000	€ 504.000	€ 218.500	€ 6.234.907
Contracted + full pipeline	€ 2.699.230	€ 2.190.177	€ 1.047.500	€ 930.000	€ 645.000	€ 7.511.907
Deviation contracted on ambition	€ 1.449.230	€ 545.729	€ (837.500)	€ (962.500)	€ (1.250.000)	€ (1.055.041)
<b>Ambition</b>	<b>€ 1.250.000</b>	<b>€ 1.250.000</b>	<b>€ 1.250.000</b>	<b>€ 1.250.000</b>	<b>€ 1.250.000</b>	<b>€ 6.250.000</b>
% contracted	216%	144%	33%	23%	0%	83%
% contracted + weighted pipeline	216%	175%	50%	40%	17%	100%
% contracted + full pipeline	216%	175%	84%	74%	52%	120%
<b>KPI contracted + weighted pipeline</b>	<b>91%</b>	<b>66%</b>	<b>41%</b>	<b>16%</b>	<b>6%</b>	<b>44%</b>
<b>External costs</b>	<b>€ 2.298.371</b>	<b>€ 1.639.360</b>	<b>€ 652.568</b>	<b>€ 630.185</b>	<b>€ 606.817</b>	<b>€ 5.827.301</b>
Partners contribution	550.442	494.202	196.723	189.976	182.931	1.614.274
Procurement of services	126.152	165.243	65.777	63.521	61.166	481.859
Procurement of goods	1.621.777	979.914	390.068	376.688	362.720	3.731.168
<b>Internal Costs</b>	<b>€ 320.325</b>	<b>€ 515.990</b>	<b>€ 537.432</b>	<b>€ 559.815</b>	<b>€ 583.183</b>	<b>€ 2.516.744</b>
Formation costs	182.033	217.889	224.426	231.158	238.093	1.093.599
General admin costs own business unit	24.016	72.897	181.542	190.619	200.150	769.226
Organization-wide formation costs share	74.200	79.042	82.994	87.144	91.501	414.880
Organization-wide admin costs share	24.822	21.591	22.670	23.804	24.994	117.882
Contingency / unforeseen provision	15.254	24.571	25.800	27.089	28.444	121.157
<b>Gross operating result</b>	<b>€ 80.534</b>	<b>€ 34.827</b>	<b>€ 60.000</b>	<b>€ 60.000</b>	<b>€ 60.000</b>	<b>€ 295.362</b>
<b>Internal Marketing</b>	<b>€ (6.618)</b>	<b>€ (6.000)</b>	<b>€ (6.000)</b>	<b>€ (6.000)</b>	<b>€ (6.000)</b>	<b>€ (30.618)</b>
Internal procurement formation costs	16.587	30.000	30.000	30.000	30.000	136.587
Internal sales formation costs reduction	-23.204	-36.000	-36.000	-36.000	-36.000	-167.204
<b>Net operating result</b>	<b>€ 87.152</b>	<b>€ 40.827</b>	<b>€ 66.000</b>	<b>€ 66.000</b>	<b>€ 66.000</b>	<b>€ 325.979</b>

TABLE 4 IRC BURKINA BUSINESS OPERATING ACCOUNT

# Annex 1: Our theory of change: district action for national global impact





## Annex 2: Intermediate outcomes, activities and resources for programmes

### MUNICIPAL LEVEL

Intermediate outcomes (2021)	Main activities	Targets 2021
Outcome D6: SDG 6 in focus municipalities		
Intermediate Outcome D6.1: Reduction in those unserved	Supporting Banfora municipality and partners for fundraising and investments in new facilities	10% reduction in those unserved
Intermediate Outcome D6.2: Improvement in the quality of service delivery	Supporting Banfora municipality and service providers for upgrading existing facilities and improving operation and maintenance	10% improvement in the quality of service delivery
Outcome D5: District political & financial commitment		
Intermediate Outcomes D5.1: Local authorities and citizens are committed to measurable performances towards SDG 6 and significant increase in investments in WASH	Supporting district-wide intensive communication by local authorities about the master plans and concrete commitments for the implementation  Supporting local CSOs and Media for creating lobbying, advocacy and social accountability platform and mechanisms  Supporting the local authorities and other local leadership in implementing the Fasotoilettes campaign	Local mechanisms for mutual accountability are performing well based on the monitoring of commitments
Outcome D4: District capacity		
Intermediate Outcomes D4.1: Capacities of local authorities, service providers and local CSOs (citizens and users) are intensively and massively strengthened for effectively addressing challenges with SDG 6 and systems strengthening	Developing and promoting the use of Empowerment in WASH Index in focus districts Training sessions for CSOs, media, citizens and consumers in focus districts Training sessions for local authorities and service providers in non-focus districts Training sessions for local authorities and service providers in focus districts	Increase of local authorities performance score  Increase of service providers performance score
Outcome D3: Municipality models		
Intermediate Outcomes D3.1: Service delivery models in national policy are improved to comply with HRBA and innovative SDM for accelerating SDG 6 are experimented with	Implementing collaborative experiments with local authorities, service providers and donors (strategic partners)	New service delivery models are tested
Outcome D2: Strong municipal systems		
Intermediate Outcomes D2.1: Foundations for strong national building blocks are in place for institutions, monitoring and regulation, service delivery models, finance, learning and adapting, planning and budgeting	Implementing experiment of Empowerment in WASH Index Providing technical and financial assistance to local authorities and service providers for fundraising and implementation of the annual plans of the SDG 6 master plan Supporting the local authorities and other local leadership for implementing Fasotoilettes campaign	Increase in building block scores
Outcome D1: Strong municipal partnerships		
Intermediate Outcomes D3.1: Strategic partnerships and synergies are identified and operated with relevant players for building strong district systems and financing investments in WASH	Technical support to municipalities for mobilizing partners and defining roles in collaborations Developing and implementing the action plan for Fasotoilettes	A minimum 50% achievement of the district investment plan

## NATIONAL LEVEL

Intermediate outcomes (2021)	Main activities	Targets 2021
<b>National Goal: National achievement of SDG 6</b>		
<b>Outcome N5 – Strong national systems</b>		
Intermediate Outcomes N5.1: Foundation of strong national building blocks are in place for institutions, monitoring and regulation, service delivery models, finance, learning and adapting, planning and budgeting.	<p>Technical assistance to the Ministry of WASH for implementing the institutional audit and the roadmap for institutional reform</p> <p>Implementation of the study for enhancing reciprocal accountability mechanisms between key players in WASH service delivery as part of Faseau project</p> <p>Technical assistance to the Ministry of WASH for implementing the knowledge management and sector learning agenda</p>	Increase of specific building block scores
<b>Outcome N4 – National models</b>		
Intermediate Outcomes N4.1: Service delivery models in national policy are improved to comply with HRBA and innovative SDM for accelerating SDG 6 are tested and included in national policy	<p>Implementing the collaborative process for defining improvement required in generic service delivery models for complying with HRBA principles</p> <p>Documenting Fasotoilettes campaign</p>	New service delivery models are included in national policy
<b>Outcome N3 – National capacities</b>		
Intermediate Outcomes N3.1: Capacities of sector strategic players are intensively and massively strengthened for effectively addressing challenges with SDG 6 and systems strengthening	<p>Implementing training sessions in Faseau Danida work plan</p> <p>Implementing national seminar for strategic sector players by partnering with CEMEAU</p> <p>Technical assistance to the Ministry of WASH for implementing the knowledge management and sector learning agenda</p> <p>Technical and financial support to CSOs and media in Mali</p>	Increase of specific building block scores
<b>Outcome N2 – National political and financial commitments</b>		
Intermediate Outcomes N2.1: National authorities (government and parliament) and citizens are committed to measurable performances towards SDG 6 and significant increase in investments in WASH	<p>Lobbying, advocacy and social accountability with Alliance Faseau (CSOs and Media)</p> <p>Lobbying, advocacy and social accountability with Alliance Faseau (CSOs and Media) + UNICEF + WHO</p> <p>Supporting the Ministry of WASH and the First Lady with implementing Fasotoilettes campaign</p>	National mechanisms for mutual accountability are performing well based on the monitoring of commitments
<b>Outcome N1 – Strong national partnerships</b>		
Intermediate Outcomes N1.1: Strategic partnerships and synergies are identified and operated with relevant players for building strong national systems	<p>Developing and implementing the work plan for Faseau project</p> <p>Developing and implementing the action plan within Hilton programme in Burkina</p> <p>Developing and implementing the action plan within TrackFin project in Burkina</p>	A minimum 70% achievement of the IRC Burkina strategic plan

## KEY ACTIVITIES AND AREAS OF CONTENT FOCUS

Main activities could be divided into three blocks:

### Activity block 1: Achieving SDG 6 in partner district

- Providing technical assistance to local authorities and service providers for fundraising and implementation of the master plan
- Technical support to municipalities for mobilising partners and defining roles in collaborations for implementing master plans
- Developing and implementing the action plan with National Office for Water and Sanitation (ONEA), Directorate General of Economics and Planning (DGEP), Danida, WaterAid for promoting at national level Agenda for Change / Sanitation and Water for All behaviours and experiences in focus districts
- Supporting district-wide intensive communication by local authorities about the master plans and concrete commitments for the implementation in focus districts
- Supporting local CSOs and media in creating lobbying, advocacy and social accountability platform and mechanisms
- Training sessions for CSOs, media, citizens, consumers, local authorities and service providers
- Implementing collaborative experiment with local authorities, service providers and donors (strategic partners)
- Implementing experiment of Empowerment in WASH Index
- Supporting the Ministry of WASH and the First Lady in implementing the Fasotoilettes campaign

### Activity block 2: Lobbying and advocacy

- Implementation of the study for enhancing reciprocal accountability mechanisms between key players in WASH service delivery as part of Faseau project
- Implementing the collaborative process for defining improvement required in generic service delivery models for complying with HRBA principles
- Implementing training sessions in Faseau Danida annual work plan
- Lobbying, advocacy and social accountability with Alliance Faseau (CSOs and Media)
- Developing and implementing the action plan with UNICEF and WHO for sector financing

### Activity block 3: Supporting sector learning and capacity building

- Technical assistance to the Ministry of WASH for implementing the knowledge management and sector learning agenda
- Implementing national seminar for strategic sector players by partnering with CEMEAU
- Technical assistance to the Ministry of WASH for implementing the institutional audit and developing the roadmap for institutional reform
- Training local authorities, service providers and NGOs in non-focus districts for improving their capacities for coordination, monitoring and planning. Demonstrated solutions developed in or outside the country will be used in training materials

## Annex 3: Links between existing projects and intermediate outcomes

Project number and name	Brief description	Main Outcomes to which project contributes
<b>E16.48 Conrad N. Hilton Foundation BF 2018-2022</b>	Conrad N. Hilton Foundation project is designed for transforming the country and municipality systems by strengthening the building blocks for a performing WASH sector and by improving reciprocal accountability between stakeholders.	Outcome D1 - Strong district partnership Outcome D2 – Strong district systems for SDG 6 Outcome D3 – District models Outcome D4 – District capacity Outcome D5– District political & financial commitment Outcome N1 – Strong national partnerships Outcome N5 – Strong national systems
E17.21 Faseau Danida	Faseau Danida aims at improving reciprocal accountability between stakeholders involved in realising human rights to WASH services. The project is implemented by a consortium including 15 national and international NGOs, CSOs and media. Main activities are lobbying, advocacy, training and social accountability initiatives.	Outcome N1 – Strong national partnerships Outcome N2 – National political & financial commitment Outcome N3 – National capacity Outcome N4 – National models Outcome N5 – Strong national systems
E17.85 the Netherlands Directorate-General for International Cooperation (DGIS) Programmatic Support	The focus of DGIS programmatic funding in Burkina is investment in organisational strengthening of IRC to enable the organisation to perform and deliver its ambition in the sector. IRC Burkina aims at becoming a leading social enterprise that is influential and transformative in the WASH sector by 2021. To this end, structured investments need to be done in human resources, management systems and governing mechanisms.	Outcome N0 – IRC Burkina capacity and ability for the delivery of the mission
E17.16 Linking Relief Rehabilitation and Development (LRRD) resilience programme in north Burkina Faso	IRC’s contribution to the LRRD consortium is training local authorities, service providers and NGOs in 6 non-focus districts for improving their capacities for coordination, monitoring and planning. Demonstrated solutions developed in Sahel region (WA-WASH) and Banfora (Oxfam OneDrop) will be used in training materials.	Outcome D4 – District capacity (in non-focus districts)
E16.16 Brave	IRC’s contribution to this consortium is enabling and facilitating learning about strengthening the resilience of rural households to manage groundwater	IRC’s contribution to this consortium is enabling and facilitating learning about strengthening the resilience of rural households to manage groundwater
E16.03 Watershed – Mali WP3	IRC’s contribution to the Watershed consortium is to enable CSOs and media in Mali to hold authorities and service providers to account on WASH-related issues (service delivery, governance, financing, human rights)	Outcome N1 – Strong national partnerships (in non-focus country) Outcome N2 – National political & financial commitment (in non-focus country) Outcome N3 – National capacity (in non-focus country)



Project number and name	Brief description	Main Outcomes to which project contributes
E18.03 UNICEF KM	UNICEF KM initiative aims at supporting the Ministry of WASH for implementing the knowledge management action plan by 2020. This includes organising learning events (seminars and workshops) and editing and disseminating knowledge products related to innovations for achieving SDG 6	Outcome N5 – Strong national systems Outcome N3 – National capacity
E17.28 Fasotoilettes	Fasotoilettes national campaign led by the First Lady of Burkina Faso that aims at mobilising the diaspora in investing in hygiene and sanitation for their vulnerable parents living in villages. The campaign aims at leveraging EURO 7.5 million every year to bridge the current financing gap for achieving SDG 6.2. This creative solution is implemented as a large-scale experiment that will help in generating a financing model for rural household sanitation.	Outcome D1 - Strong district partnership (incl. non-focus districts) Outcome D2 – Strong district systems for SDG 6 (incl. non-focus districts) Outcome D5– District political & financial commitment (incl. non-focus districts) Outcome N1 – Strong national partnerships Outcome N2 – National political & financial commitment Outcome N4 – National models
E17.38 REACH	The aim of REACH is to develop and test an Empowerment in WASH Index that helps in monitoring the ability of vulnerable households to influence WASH related issues and decisions. The experiment will be implemented in Banfora and disseminated at national level by 2019.	Outcome D2 – Strong district systems Outcome D4 – District capacity

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