



## **Inclusive green economy policies and structural transformation in Burkina Faso**



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# **Inclusive green economy policies and structural transformation in Burkina Faso**

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# Acronyms and abbreviations

AfDB	African Development Bank
ARSE	Electricity subsector regulation authority
ASCE	Higher State authority for oversight
BCEAO	Central Bank of Western African States
BF	Burkina Faso
BUNEE	National office for environmental assessment
BV	Watershed
CAPES	Centre for economic and social policy analysis
CASEC-T	Sectoral adjustment credit-Transport
CCI-BF	Chamber of Commerce and Industry-Burkina Faso
CENI	Independent national electoral commission
CES	Economic and Social Council
CFE	Financial contribution for water
CLE	Local water committees
CONAGESE	National council for environmental management
CONASUR	National council for emergency relief and rehabilitation
CRPA	Regional centre for agricultural production
CSC	Higher council for communication
CSLP	Strategic framework for poverty reduction
CSO	Civil society organization
CSPS	Centre for health care and social advancement
DGEP	Directorate of studies and planning
DGPEDD	Directorate of environmental protection and sustainable development
DIS	Special initiatives division
DPPS	Directorate of future studies and strategic and sectoral planning
ECA	Economic Commission for Africa
ECOWAS	Economic Community of West African States
EDS	Population and health survey
EDSBF	Population and health survey of Burkina Faso
FDE	Electricity development fund
FIE	Environmental action fund
GADD	Sustainable development analysis grid
GDP	Gross domestic product
GGKP	Green Growth Knowledge Platform
GIRE	Integrated water resource management
GPMB	Burkina Faso professional miners' group
GRN	Natural resources management
HDI	Human development index
ICT	Information and communication technology
IDWSSD	International Drinking Water Supply and Sanitation Decade
IGE	Inclusive green economy
INS	National Institute for statistics and demography
ITIE	Initiative for extractive industry transparency
kWh	Kilowatt hour
LPDHD	Sustainable human development policy letter
LPDRD	Decentralized rural development policy letter
LPDSE	Energy sector development policy letter
MAEP	African peer assessment mechanism
MAH	Ministry of Agriculture and Hydraulic Engineering
MDGs	Millennium Development Goals



MECV	Ministry of the Natural and Living Environment
MEDD	Ministry of the Environment and Sustainable Development
MEE	Ministry of the Environment and Water
MEF	Ministry of the Economy and Finance
MICA	Ministry of Industry, Trade and Crafts
MWP	Modern water point
NEPAD	New Partnership for Africa's Development
OECD	Organization for Economic Cooperation and Development
OFNACER	National cereals office
ONEDD	National observatory of the environment and sustainable development
ONTB	National Tourism Office of Burkina Faso
ORD	Regional development body
PAGEDD	Government action programme for the environment and sustainable development
PAGIRE	Action plan for integrated water resource management
PANE	National action plan for the environment
PAPISE	Action plan and investment programme for the livestock sector
PAS	Structural adjustment programme
PASA	Adjustment programme for the agricultural sector
PASEC-T	Adjustment programme for the transport sector
PCESA	Economic growth programme for the agricultural sector
PDAMPCD	Ten-year action plan for the promotion of sustainable modes of production and consumption
PDA/ECV	Ten-year action programme for the natural and living environment
PDDAA	Detailed development programme for African agriculture
PDDEB	Ten-year development programme for basic education
PDR	Rural development programme
PISA	Agricultural sector investment programme
PNAEPA	National programme for drinking water supply and sanitation
PNDD	National sustainable development policy
PNDL	National local development programme
PNE	National environment policy
PNF	National forestry policy
PFNL	Non-timber forest products
PNG	National gender policy
PNGT	National land management programme
PNOC SUR	National plan for the organization and coordination of emergency relief and recovery
PNP	National population policy
PNPS	National social protection policy
PNSF	National land tenure security policy
PNSFMR	National rural land tenure security policy
PNSR	National rural sector programme
POSICA	Sectoral policy for industry, trade and crafts
PPD	Grassroots development programme
PSEF	Sectoral education and training programme
PST	Sectoral transport programme
RAF	Land reform
RAPDA	African network for the right to food
SCADD	Strategy for accelerated growth and sustainable development
SD	Sustainable development
SDAGE	Master plan for water development and management
SIM	Market information system
SISA	Food security information system
SNAT	National land-use planning strategy
SONABEL	National electricity company of Burkina Faso
SONFITEX	Textile fibre company

SP/CONEDD	Permanent secretariat of the national council for the environment and sustainable development
SP/CPSA	Permanent secretariat/Agricultural sectoral policy coordination
SP/PAGIRE	Permanent secretariat/Action plan for integrated water resource management
SRAT	Regional land-use planning strategy
TDRs	Terms of reference
TFP	Technical and financial partners
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNEP	United Nations Environment Programme
VAT	Value-added tax

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# Executive summary

## Introduction

In Burkina Faso, more effective macroeconomic management based on policies to promote sustained and sustainable growth remains a priority goal. As early as 1960, policies were adopted to restore macroeconomic balance after a period of poor management. Between 1962 and 1982, public policy was characterized by an accumulation of plans and projects based essentially on the availability of sources of financing. A large number of regulations and laws were enacted for the purposes of planning. The State, present at that time in all areas of economic life, was called on to exercise control over the economy.

In 1990, Burkina Faso took the path of structural adjustment programmes (SAP). In the macroeconomic field, structural adjustment policies sought mainly to reform State finances and liberalize the economy. While such programmes helped to bring about some degree of macroeconomic balance, the social and environmental situation continued to give concern. The country then joined the Heavily Indebted Poor Countries (HIPC) Initiative, which would lead to policies and strategies for combating poverty. Notwithstanding the significant momentum and progress achieved in respect of health care, education, gender equality and reducing the vulnerability of the population, Burkina Faso continues to be ranked among countries with the lowest levels of human development. As notable as the results may be, only a small number benefit from the growth of the country's economy.

It is now recognized that maintaining rapid growth is not synonymous with structural transformation or a rapid reduction in poverty. To achieve the above-mentioned goals, growth must be deliberately oriented towards sustainable, inclusive development, predicated in particular on a process of agricultural modernization, industrialization tailored to national cir-

cumstances and economic diversification which creates jobs, helps to lower poverty levels and gives wider access to basic services. Accordingly, an inclusive green economy, designed in a spirit of structural transformation, is increasingly recommending itself in policy and strategy debates as the most suitable way of bringing about sustainable economic and social transformation.

This study identifies the relations between inclusive green economy policies and the structural transformation of the economy of Burkina Faso. It also examines ways in which inclusive green economy policies help to shape structural economic transformation in Burkina Faso with a view to sustainable development. The study draws on a conceptual framework which explores the place and role of inclusive green economy policies in structural transformation and sustainable development. In terms of methodology, it comprises a document analysis, a field survey, a data analysis, a series of internal reviews and a validation workshop.

A green economy may be defined as “an economy that results in improved human well-being and social equity, while significantly reducing environmental risks and ecological scarcities” (UNEP, 2011). In the fifth edition of its *Sustainable Development Report on Africa*, the Economic Commission for Africa (ECA) defined inclusive green growth as inclusive economic growth that creates jobs, improves human well-being (including poverty reduction) makes effective use of resources and enhances environmental assets. The concept of inclusive green growth puts greater emphasis on a gradual, sectoral approach that makes it possible to draw lessons and develop the tools and instruments needed to design and implement policies, strategies and programmes that can help to effectively manage the transition towards a green economy.

The study concludes that structural transformation results from a process at the end of which a modified sectoral configuration of the economy emerges by virtue of economic growth. This modification corresponds to a relatively advanced level of economic development. It combines four interdependent and complementary processes: a reduction in the share of agriculture in the gross domestic product (GDP) and employment; rapid urbanization resulting from rural exodus; a modern economy based on industry and modern services; and a demographic transition towards lower birth and death rates. Structural transformation in Burkina Faso should make it possible to move from the current macroeconomic context towards a more productive agriculture that will support the development of industry and modern services.

### **Public policies and an inclusive green economy**

At the macroeconomic level, the economy of Burkina Faso performs satisfactorily overall, but the challenges remain significant in terms of decent job creation, poverty and inequality reduction and environmental protection. Because of the macroeconomic framework, an inclusive green economy has been promoted to only a limited extent. The policies implemented up to now have focused on issues of macroeconomic balance and economic growth. Other aspects of development have been neglected. The social situation in Burkina Faso continues therefore to be marked by challenges in all areas of human development, as is reflected in the living conditions of the rural population whose livelihood is mainly agriculture, which is highly vulnerable to climate-related hazards and exogenous shocks. The relatively undeveloped industrial sector is the main source of employment for the active population. The economy remains dependent on natural resources which, like the environment, are consequently subject to considerable pressure. Indeed, available data show that, no matter how well targeted, current initiatives fall short of the imperatives of sustainable development. Sound management of the environment and natural resources remains an unresolved issue.

Structural transformation rests on the same principles as an inclusive green economy and is now an imperative for Burkina Faso. The two need to be systematically linked within an integrated framework. This means essentially that an inclusive green economy strategy must be designed that is fully in line with an updating of the current growth strategy in order to achieve clearly defined goals in terms of structural transformation and poverty alleviation. Burkina Faso will need in particular to build on its tradition of sound macroeconomic management while increasing its productivity in the agricultural, industrial and energy fields. To this end, a sustainable partnership among all the economic stakeholders is necessary, together with a commitment by the highest State authorities. A clear identification of challenges and opportunities for a green economy and structural transformation would then allow effective synergies to be put in place for the balanced development of the economy and environment protection, with beneficial effects for society. Attention should be given to such areas as renewable energies, transformation of the agricultural sector and related value chains, manufacturing, crafts, infrastructure and transport, land and forest protection, water management, etc.

That being said, Burkina Faso does not yet have a policy or overall strategy for achieving an inclusive green economy as defined above. However, by virtue of the sustainable development approach adopted, the country's public policies are largely marked by inclusive green economy principles at both the macroeconomic and sectoral levels. The strategy for accelerated growth and sustainable development (SCADD), which is currently a benchmark for economic governance in Burkina Faso, is designed to bring about sustained economic growth with due regard for the principles of sustainable development. In the economic field, seven areas are considered in greater detail, namely: agriculture, mining, manufacturing industries, transport, tourism, culture and trade.

## **Implementation of agricultural policies**

Despite notable progress, a great deal still remains to be done to transform the agricultural sector and its products, as is shown by multiple analyses and evaluations in the field. The problem of food insecurity remains acute even today. This being so, serious thought needs to be given to the real effectiveness of the measures taken in this sector with a view to the emergence of a more high-performance agriculture, capable of feeding the population and supporting the development of the country.

## **Implementation of mining policy**

In the past few years, there has been a sharp increase in mining activity. The application of “user-pays” principles has produced interesting results in regard to mining. The mining code stipulates that land used for mining must be returned in its original state. Currently, the main problem in the mining sector lies in the implementation of legal provisions. In most cases, it is not easy for environmental regulations to be put into effect.

## **Development of the manufacturing industry**

This sector is playing an increasingly small role in improving the country’s economic indicators and hence in its economic development. The manufacturing sector is losing ground in terms of international and subregional markets. As in the case of the agricultural sector, this would suggest that other paths – other strategies and policies – needs to be sought towards industrial development in Burkina Faso.

## **Development of transport**

The various policies and programmes carried out by the Government have been reflected in significant qualitative changes in the transport sector. Following the lifting of import taxes on new cars, there has been a distinct upturn in the new vehicle fleet. However, cars are usually old and therefore produce considerable atmospheric pollution, particularly in the big cities. This pollution is a cause of numerous diseases. Transport

costs remain among the highest and this situation handicaps considerably the development of the industrial, trade and tourism sector.

## **Development of tourism and culture**

The fields of tourism and culture remain largely untapped. Despite the progress made in the past few years, nothing has been done to exploit the possibilities of increasing the sector’s added value. The policies and strategies implemented up to the present time have not been able to compensate for the lack of appropriate infrastructure, the small amount of financing available for the sector and the problem of the capacity and competence of the main stakeholders.

## **Development of trade and crafts**

Burkina Faso continues to play only a minor role in international trade through the export of raw materials. Its trade balance still shows a structural deficit. Progress has been made in the development of procedures for the creation of businesses. Given the possibilities for processing existing raw materials and goods, this situation can only be explained by the shortcomings of the industrial sector which should serve as the main channel for agrifood processing and the creation of added value.

## **Overview of sectoral policies and inclusive green economy principles**

When all is said and done, even though Burkina Faso does not have an inclusive green economy policy in the strict sense, both macroeconomic and sectoral policy analysis shows that the principles of an inclusive green economy have been well taken into account.

In the economic field, six key sectors were identified: agriculture, mining, manufacturing, transport, tourism and culture and trade. It is seen that all the policies put into effect in the aforementioned sectors are largely in line with inclusive green economy principles.

At the social and economic level, the study notes in social policies various principles based on the inclusive green economy approach. In education for exa-

mple, curricula have an environmental education component from pre-school upwards. Through the concept of “education for all”, equity and inclusion have been brought into the picture. As for food security, efforts to achieve it are based on the principle of sustainable land management. In the health field, the processing of waste produced by health services is regulated by a number of relatively precise texts.

Lastly, in the environmental field, the same situation is found. Water-related policies such as the integrated water management policy implemented through the action plan for integrated water management (PAGIRE) are designed in accordance with inclusive green economy principles. In the energy field, a special interest is seen in low-cost electricity for all; this is a key principle of current energy policy. In forest management and other fields, approaches are also found to be fairly consistent with inclusive green economy principles.

### **Structural transformation and the promotion of an inclusive green economy**

If we refer to the definition of structural transformation, especially as the term is used in this study, it may logically be concluded that Burkina Faso will need to develop a green economy and structural transformation programme. However, the SCADD strategy contains provisions relating to structural transformation, and is indeed designed in that spirit. It explicitly addresses issues of agricultural productivity, industrialization, the lasting reduction of poverty and the rational exploitation of natural resources, etc. Analysis of this strategy shows that it is directed towards an inclusive green economy that takes full account of real conditions in the country. A more integrated framework should now be sought with a view to truly achieving a structural transformation of the economy. Significant challenges still remain, however, before a true policy and strategy can be implemented to that end.

In reality, there has been no significant and long-lasting structural transformation in Burkina Faso, even though an examination of the national economy shows that there has been some change

in its structure since 1995. That being said, macroeconomic data offer some guidance in terms of links between inclusive green economy principles and structural changes in the economy of Burkina Faso. The changes noted in the structure of the economy seem to be the result of what has been called “political renewal”, which is in fact a transition from public policy to the factoring-in of sustainable development through the adoption of inclusive green economy principles. For this transition to succeed, economic management, participatory monitoring and evaluation, responsible growth and environmental taxes have an important part to play.

### **Constraints and challenges**

The main constraints and challenges facing Burkina Faso in the implementation of an inclusive green economy and structural transformation include the following:

#### **Incapacity or even refusal of private sector actors to follow through:**

For the Government, the transition towards a green economy requires a shift in investment priorities to areas that lend themselves to the ecological conversion of economic sectors. This will call for changes in modes of production and consumption and will probably entail conversion or adaptation costs that may prove rather significant for the private sector.

#### **Needs in terms of financial, material and human resources:**

The transition towards an inclusive green economy will require substantial funding and, given current means and priorities, this may be a major obstacle for the Government.

**Policy coordination:** The question of an inclusive green economy concerns all governmental departments. Various activities to the same end must be conducted at different levels. Experience in regard to sustainable development policies shows that capacity for leadership is crucial.

**Lack of appropriate technology:** Some companies are willing, for instance, to make use of renewable energy, such as solar energy, but they lack the appropriate technology.



## Opportunities

Burkina Faso offers an auspicious framework for the promotion of an inclusive green economy for a number of reasons, which include the following opportunities:

**Existence of a substantial potential for development:** In such key sectors as agriculture, mining, industry, water, tourism, crafts, transport, trade, etc., it is possible to promote inclusive green growth.

**Political will and engagement:** An opportunity is offered by the various political initiatives taken and mechanisms adopted with a view to sustainable development.

**The strategy for accelerated growth and sustainable development (SCADD):** This development strategy is largely geared to inclusive green economy and structural transformation principles. It accordingly offers a working basis and an opportunity for a transition towards a true inclusive green economy in Burkina Faso. This framework also highlights the “social solidarity” dimension in a country where poverty continues to give concern.

**Civil society awareness:** Under the impetus of international initiatives, civil society in Burkina Faso has become aware of the importance of rational natural resource management. The Government is increasingly being called on to address the issue.

**Socioeconomic and environmental constraints:** In many cases, constraints become opportunities and thus lead to progress. This is probably true in the energy sector. Burkina Faso is heavily dependent on firewood and imported fossil fuel and relies largely for electricity on thermal energy.

### **Need to promote a comprehensive, integrated strategy for the development of an inclusive green economy in Burkina Faso**

Given its context and having regard to its current policies, Burkina Faso should go beyond the principles advanced through sectoral policies in order to promote a comprehensive, integrated strategy

for the development of an inclusive green economy to underpin the structural transformation of the economy. The Government should lay emphasis on the following sectors:

**Agriculture:** Agriculture, which plays a key role in economic and social well-being, is a highly strategic sector for poverty reduction on account of its share in gross domestic product and the number of persons who depend on it. It is also a sector with a strong ecological footprint.

**Mining:** Mining is a key economic sector in Burkina Faso. Gold is the prime export product and is currently the main source of foreign exchange. However, the mining of this resource may do more harm than good if it does not contribute to the creation of added value and the promotion of sustainable development.

**Industry:** In order to meet such major challenges as poverty reduction, the achievement of food security, etc., and to do so in a lasting manner, the question of industrial development must be at the core of the policies and strategies of Burkina Faso.

**Energy and waste products as a source of energy:** Investing in the vast potential of renewable energy sources offers an important springboard for the promotion of green energy in Burkina Faso.

**Forest management:** Forests provide large quantities of timber and non-timber products, thereby contributing to the well-being of local communities in Burkina Faso. They also perform major functions in the ecosystem. However, forests are subject to rapid degradation through over-exploitation and the pressure exercised by other uses including gold washing, agriculture and livestock farming.

**Water:** In Burkina Faso, those without access to water use a substantial part of their income to buy water and spend a considerable amount of their time transporting it (particularly women and children). As population numbers and economic needs grow, increased demand for water will lead



to additional pressure on this increasingly rare resource. Furthermore, water-related problems will be exacerbated by climate change.

**Tourism:** Burkina Faso has enormous potential for the development of tourism, as was mentioned earlier. Investments in environment-friendly tourism may further stimulate economic growth, reduce poverty and generate employment while more rationally developing resources. To achieve these goals, environmental degradation must be minimized and measures to preserve natural resources must be maximized.

**Transport and trade:** The role of transport in the economy of Burkina Faso is limited by the high cost of fuel and the volatility of prices on the international market. In an attempt to reduce this cost, carriers use poor-quality fuel which causes air pollution. This situation is a huge obstacle to the country's domestic as well as regional and sub-regional trade. It also creates a public health issue owing to the impact of atmospheric pollution on the population.

**Crafts:** These are a major source of employment and hence of income for households. In the current context, this sector has a key part to play in the process of modernizing the economy of Burkina Faso.

In order to implement inclusive green economy policies effectively, Burkina Faso should further develop a favourable environment and take facilitating measures in this area. It should also promote the use of integrated evaluation tools. Generally speaking, it is found that current policies do not fully provide for monitoring and evaluation or for the measurement of progress. Most of the time, this is due to a lack of human, material and financial resources and to the absence of guiding principles for the monitoring of initiatives.

## Conclusion

As effective as they may seem, the macroeconomic policies of Burkina Faso have helped above all to improve economic management and performance, but the challenges remain. These

concern health, education, poverty, inequalities, economic diversification, increased added value, energy production, etc. Analyses of the characteristics of the country's economy and its development requirements show that structural transformation is closely linked to what appears to be the ineluctable option of an inclusive green economy. Fortunately, the public policy context is already strongly marked by inclusive green economy principles. The effective implementation of an inclusive green economy policy calls for strong political engagement and an in-depth review of the macroeconomic framework and sectoral policies over and above development governance. In the current context, in order for the process of transition towards an inclusive green economy to be truly set in motion, there must be an ongoing dialogue with policymakers in Burkina Faso at the highest level, based on the results of studies.

## Recommendations

The study makes the following recommendations:

- **Burkina Faso should frame a comprehensive, integrated policy/strategy for an inclusive green economy and the structural transformation of its economy.** With this end in view, it is important from the outset to develop a shared vision, accepted by all. This requires the engagement of the authorities at the highest level and the involvement of the private sector in all stages of the process. Accordingly, measures to encourage sustainable modes of production should be gradually introduced. This process could begin with a concerted review of the SCADD strategy from the perspective of an inclusive green economy and structural transformation.
- **A successful transition towards an inclusive green economy calls for a cross-analysis of the current challenges and opportunities in the light of economic and social development imperatives and environmental and natural resources management opportunities and constraints.** Once these factors are fully taken into ac-

count, the basic conditions will be in place for the sound implementation of an inclusive green economy policy.

- **Initially, Burkina Faso should direct its strategy for an inclusive green economy towards the development of renewable energies and the transformation of the agricultural sector in the interests of greater productivity.** The data considered in the study show that these issues are at the centre of agricultural emergence, the modernization of the crafts sector, industrial revitalization, transport development, protection of forests currently over-exploited for the energy needs of households, etc.
- **The public authorities of Burkina Faso need to build their capacity to effectively support an inclusive green economy.** In this connection, they need to build their capacity to analyse challenges, identify opportunities, establish priorities for action, mobilize internal and external financial resources, implement policies and evaluate the progress made.
- **For the effective implementation of inclusive green economy policies, appropriate tools must be promoted, in particular**

**tools and methodologies for integrated evaluation and the upgrading of statistical data.** Capacity-building programmes, supported in particular by technical and financial partners, are needed to ensure the effective implementation of an inclusive green economy policy. The Economic Commission for Africa (ECA) could play a key role in this regard.

- **Burkina Faso must maintain a general macroeconomic environment and a business climate that will facilitate the process of transformation.** Burkina Faso should continue and build on its tradition of good macroeconomic management in regard for instance to public finance management and debt policy. It could take more risks and be more “aggressive” in seeking greater diversification its economy and conquering international markets in order to improve its foreign balance and mobilize currency. To this end, steps should be taken in particular to facilitate private initiative, investment financing, appropriate technology transfer, establishment of an effective energy sector, industrial skills training, management training and the use of public policy tools to promote an inclusive green economy, agricultural change, industrialization and exports.

# Key messages

The following points emerge from the analyses and conclusions set out in the study:

- **Despite sterling macroeconomic performance in the past two decades, Burkina Faso still faces significant development challenges.** Policies pursued up to now have served mainly to address issues of macroeconomic balance.
- **Through the strategy for accelerated growth and sustainable development (SCADD) and most of the sectoral policies, public policy in Burkina Faso gives an important place to inclusive green economy principles.** However, for the promotion of a true inclusive green economy strategy, there is a need for the updating and more effective coordination of policies.
- **The time has come for Burkina Faso to promote a comprehensive, integrated policy/strategy for an inclusive green economy and structural transformation.** This finding is based on the characteristics and requirements of sustainable development.
- **Agriculture, forests, water, energy, industry, crafts, the recycling of waste and tourism provide a good basis for the promotion of an inclusive green economy and structural transformation.** In view of their socioeconomic potential (poverty reduction, job creation, food security, etc.) and having regard to their negative impact on the environment in the absence of good governance, these sectors can be expected to play a key role in the transition towards a green economy.
- **For the successful promotion of an inclusive green economy, efforts should be made to develop and consolidate economic governance, inclusive green economy know-how and a culture of evaluation.** As in the case of sectoral policies that need to be coordinated, the development of tools and models of integrated evaluation should be pursued institutionally.
- **The transition towards an inclusive green economy aimed at structural transformation also entails the implementation of a set of new measures and mechanisms,** for example, the establishment of environmental and natural resource accounts to be incorporated into accounting.
- **For a successful transition, there must be a firm engagement by the authorities at the highest level, with a clear vision and a dynamic leadership.** Such an engagement is especially important given that the reforms required for such a transition involve the entire productive system and will necessarily affect the established interests of certain sectors and/or stakeholders.
- **While the engagement of the authorities at the highest level is important for a successful transition, it is also crucial to ensure that the process is truly inclusive.** This means that all Burkina Faso stakeholders and partners must be truly involved in the process.



# 1. Introduction

## 1.1 Context

From the time they achieved independence until the 1980s, African countries developed, at various levels (national, subregional and regional), a number of initiatives (strategies, policies, measures, reforms, etc.)<sup>1</sup> to meet their development needs. A particular concern for these countries was to provide themselves, collectively or individually, with a more effective system of macroeconomic management based on policies conducive to sustained and stable growth, capable of generating economic and social progress.

In Burkina Faso, this dynamic approach was characterized as early as 1960 by the adoption of a policy of “zero budget deficit, zero public debt” aimed at restoring the macroeconomic balance after the period of poor management that came on the heels of independence. This led to between 1961 and 1962 to a set of self-adjustment measures that enabled the country to avoid bankruptcy without however achieving the goal of eliminating the budget deficit. Between 1962 and 1982, public policy was marked by an accumulation of plans and projects based mainly on the readiness of donors to provide financing. A Ministry of the Plan was set up to steer the many programmes and plans, including the grassroots development programme (PPD, 1983-1986). A large number of regulations and laws were enacted to facilitate planning and to put the reins of the economy in the hands of the State, present at that time in all sectors of economic life (establishment of State-owned corporations, including in the banking system, distribution and international trade, price control, etc.).

Notwithstanding the efforts made, public management was a problem. Burkina Faso opted for structural adjustment programmes (PAS) in 1990, with as their corollary the elaboration of an economic policy framework document (DCPE), covering a period of 10 years. In the macroeconomic field, the main policy goal was State financial reform. The State took steps to liberalize the economy. While, however, the structural adjustment programmes led to a degree of readjustment at the macroeconomic level (growth of GDP, acceptable inflation rate, etc.), at the social level (poverty, access to education, etc.) and environmentally (deforestation, land degradation, etc.) the situation continued to give concern. Burkina Faso then joined the Heavily Indebted Poor Countries (HIPC)<sup>2</sup> Initiative, leading to policies and strategies for combating poverty. This was the context in which the first strategic framework for poverty reduction (CSLP) came into being.

Crafted in 2000, this framework was designed to (i) speed up growth in a spirit of equity; (ii) guarantee access for the poor to basic social services; (iii) increase job and income-generating opportunities for the poor; and (iv) promote good governance. Despite the many policies and actions conducted under the CLSP umbrella, neither the 2000 strategic framework nor the 2003 and 2006 revised frameworks enabled the Millennium Development Goals (MDGs) to be attained in 2015. It was replaced in 2011 by the strategy for accelerated growth and sustainable development (SCADD), which is now the benchmark for economic governance in Burkina Faso.

Like many African countries, Burkina Faso has been able, through all these strategic and political initiatives, to achieve significant results and thereby define a macroeconomic context that ensures an appreciable level of performance. The mean real economic growth rate was 4.4 per cent

<sup>1</sup> Lagos Plan of Action adopted in 1980; Abuja Treaty establishing the African Economic Community, adopted in 1991; the New Partnership for Africa's Development (NEPAD), adopted in 2001; the Convergence, Stability, Growth and Solidarity Pact adopted in 1997 by the countries of the West African Economic and Monetary Union.

<sup>2</sup> Highly indebted poor countries.

over the period 1980-1999 and 5.8 per cent over 2000-2013 (INSD). Overall, for the same period, the country's debt service was reduced by some four points, with inflation kept down to a rate of 2.3 per cent and without accumulated debt arrears (AfDB, 2012a; BCEAO, 2013; INSD, 2014).

Notwithstanding this momentum and advances in health, education, gender equality and reducing the vulnerability of the population, Burkina Faso continues to be ranked among countries with the lowest levels of human development. It remains one of the poorest countries in the world with a poverty rate higher than 40 per cent over the decade 2000-2010 (UNICEF, 2010). For the same period, the mean human development index (HDI) remained low at around 0.320.<sup>3</sup>

In 2014, with an HDI estimated at 0.388, the country was ranked 181st out of 187 countries in the human development report (UNDP, 2014).

If we consider side by side the strategy for accelerated growth and sustainable development (SCADD) and the Millennium Development Goals (MDGs), we note a difference of some 11 points from the SCADD target (less than 35 per cent). As for the literacy rate, Burkina Faso is halfway towards the goal. For a target of 100 per cent (MDG), the current rate is 42.1 per cent. Lastly, a 10 to 12 per cent growth rate has still not been achieved and, according to forecasts, it will not be able to be attained either in 2014 or in 2015. In the environmental field, even though changes are being felt, the situation still gives concern in view, for example, of the deforestation rate, which averages 0.8 per cent annually (AfDB, 2013).

In this context, the economic growth of Burkina Faso, no matter how efficiently achieved, appears to be not at all or only slightly inclusive (CAPES, 2011), in so far as it plays only a very small role in job creation and in generally improving the standard of living, as noted by the SCADD secretariat in its preliminary studies.<sup>4</sup>

It is now recognized, in the light of the history of development policies and the results achieved, that the maintenance of rapid growth does not automatically lead to structural transformation and to a rapid decrease in poverty. Such growth must have a deliberate focus so that a sustainable, inclusive development, predicated in particular on a dynamic process of industrialization in line with national realities and economic diversification that creates jobs, may help to reduce poverty and inequality while at the same time allowing and broadening access to basic services. In this spirit, an inclusive green economy, designed as part of a process of structural transformation, increasingly recommends itself in debates on policy and strategy as an approach best suited to usher in this type of result, namely, sustainable, inclusive, vigorous economic growth, while improving productivity and the effective use of natural resources, reducing environmental damage and fostering resilience to climate change. Accordingly, encouraged by the international attention given to the inclusive green economy concept and mindful of the interdependence of economies in a context of increasing globalization, African countries have been debating the transition towards an inclusive green economy and its implications in various forums and meetings.

This was the background against which the Economic Commission for Africa initiated this study in a number of African countries including Burkina Faso, which is faced with the following questions. How does the current macroeconomic context link in with the principles of an inclusive green economy? What are the characteristics of this linkage? How would improved linkage of inclusive green economy principles with present-day policies, strategies and measures stimulate the structural transformation of the economy of Burkina Faso? And how can such linkage be enhanced?

This report, which aims to propose answers to these various questions, is organized under seven main headings: (1) Introduction to the stu-

<sup>3</sup> Author's calculation based on UNDP human development reports.

<sup>4</sup> It is true that implementation of the strategic framework for poverty reduction (CSLP) has helped to advance economic management,

but these advances have not translated into the full attainment of quantitative development goals, in particular the creation of a strong economy and a significant decrease in poverty.

dy; (2) Analysis of the macroeconomic context; (3) The inclusive green economy; (4) Structural transformation; (5) Outline towards an inclusive green economy; (6) Main lessons of the study; (7) Conclusion, referring back to the main arguments of the study.

## 1.2 Objective

This study aims to identify and analyse the relations between inclusive green economy policies and structural transformation in Burkina Faso. In practice, it will try to ascertain the extent to which measures and policies in line with inclusive green economy principles may help to advance the structural transformation of the economy of Burkina Faso in a context of sustainable development.

### More specifically, the study aims to:

- Study the macroeconomic framework of the country in relation to the imperatives of economic, social and environmental development, and its responsiveness to inclusive green economy principles and approaches;
- Identify and analyse policies and strategies for the promotion of an inclusive green economy and their links to structural transformation;
- Examine the best possible way of linking together an inclusive green economy strategy and structural transformation in Burkina Faso;
- Identify and analyse other policies and tools for promoting an inclusive green economy and the possibility of adopting them for the consolidation of structural transformation in the country;
- Update and analyse challenges and opportunities and identify best practices, factors for success and lessons that can be drawn from the adoption of policies for the promotion of an inclusive green economy;
- Identify and analyse other measures required to facilitate the transition towards an inclusive green economy and contribute to the structural transformation of the country;
- Identify and study tools that might serve to evaluate in an integrated manner policies and strategies for the promotion of an inclusive green economy, so as to provide guidance in the formulation, implementation, monitoring and evaluation of policies for the promotion of an inclusive green economy; and lastly,
- Make recommendations regarding policies for the promotion of an inclusive green economy that may be instrumental in consolidating the structural transformation of the economy of Burkina Faso.

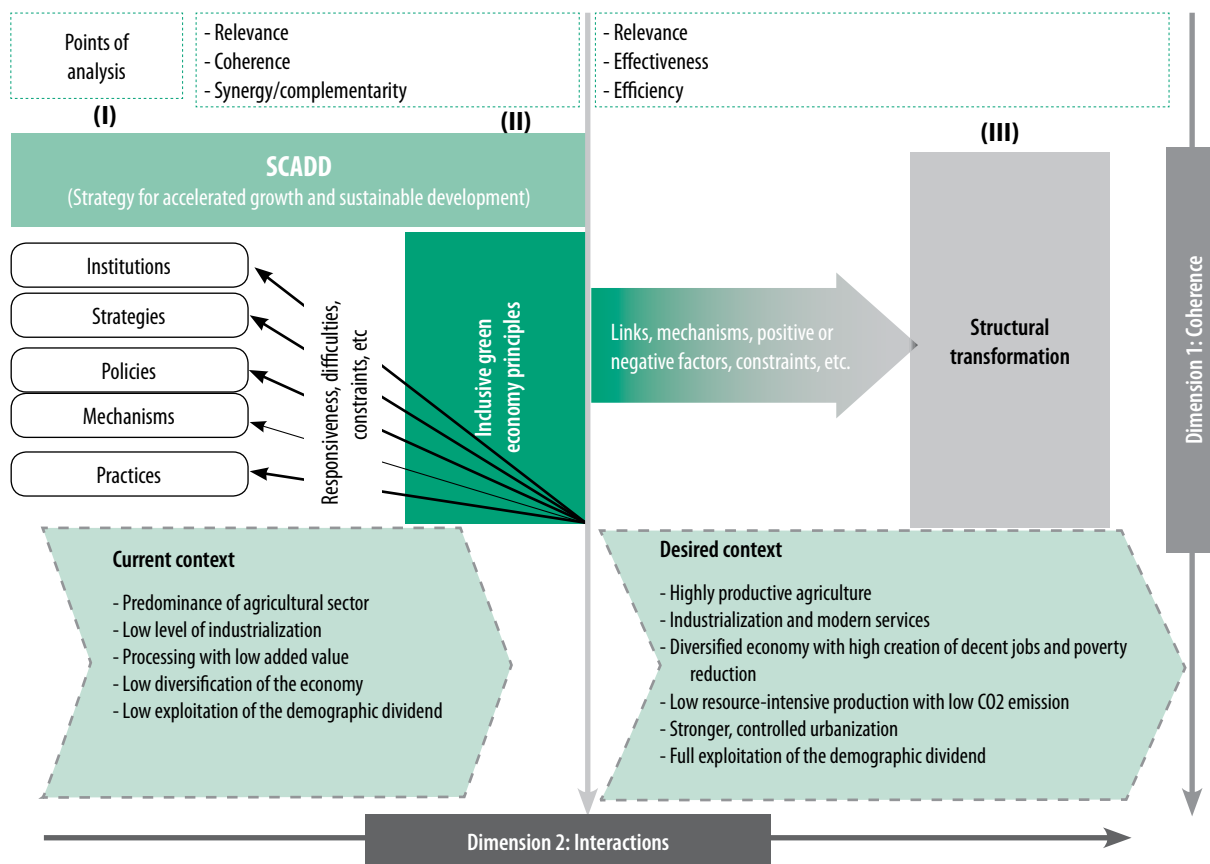
In order to achieve these aims, the study adopts the following approach:

## 1.3 Methodology

### 1.3.1 Conceptual approach and definition

In order to see how these aims can best be achieved, the study makes use of the conceptual framework shown in diagram 1 below. It starts from the assumption that initiatives geared to inclusive green economy policies help to pave the way for the structural transformation of the economy in a context of sustainable development. With this in mind, several questions present themselves. How are we to see the current macroeconomic context in Burkina Faso? Are the policies pursued compatible or not with the principles of an inclusive green economy and to what extent? Through what mechanisms do these initiatives geared to inclusive green economy principles transform the economy? From this standpoint, the analysis is developed in two major dimensions and three parts. The factors considered are relevance, coherence, synergy and/or complementarity and, lastly, efficiency.

**Diagram 1: Conceptual framework for analysing the inclusive green economy and structural transformation in Burkina Faso**



Source: Authors.

**Dimension 1 (Coherence):** This is the vertical dimension of the conceptual framework and serves to address and respond to various concerns of the study through: (first part) a review of the macroeconomic framework (institutions, policies, strategies, practices, etc.), its coherence and relevance in terms of economic, social and environmental priorities, and (second part) identification and analysis of inclusive green economy policies, strategies and principles. These two analyses lead to a highlighting of the initial difficulties that arise when incorporating inclusive green economy principles into the existing macroeconomic framework. The third part focuses on the country's structural transformation programme and status. Combined with dimension 2, this analysis will highlight the importance of policies and strategies for the promotion of an

inclusive green economy in the structural transformation of the Burkina Faso economy.

**Dimension 2 (Interactions):** This is the horizontal dimension of the conceptual framework. It focuses essentially on the interactions between the macroeconomic framework, inclusive green economy principles and structural transformation and seeks thereby to answer the following question: How and by what processes/mechanisms can existing policies geared to inclusive green economy principles lead to the structural transformation of the country's economy?

Combined with dimension 1, analysis of the interactions between the first and second parts helps to bring into focus the measures and principles currently applied in the country and to see



how they fit into the existing macroeconomic framework, with a view to the structural transformation of the Burkina Faso economy. Problems of responsiveness and difficulties in integrating inclusive green economy and structural transformation principles into current policies may then be highlighted. This could facilitate the quest for solutions to the challenges faced in the implementation of an inclusive green economy and structural transformation.

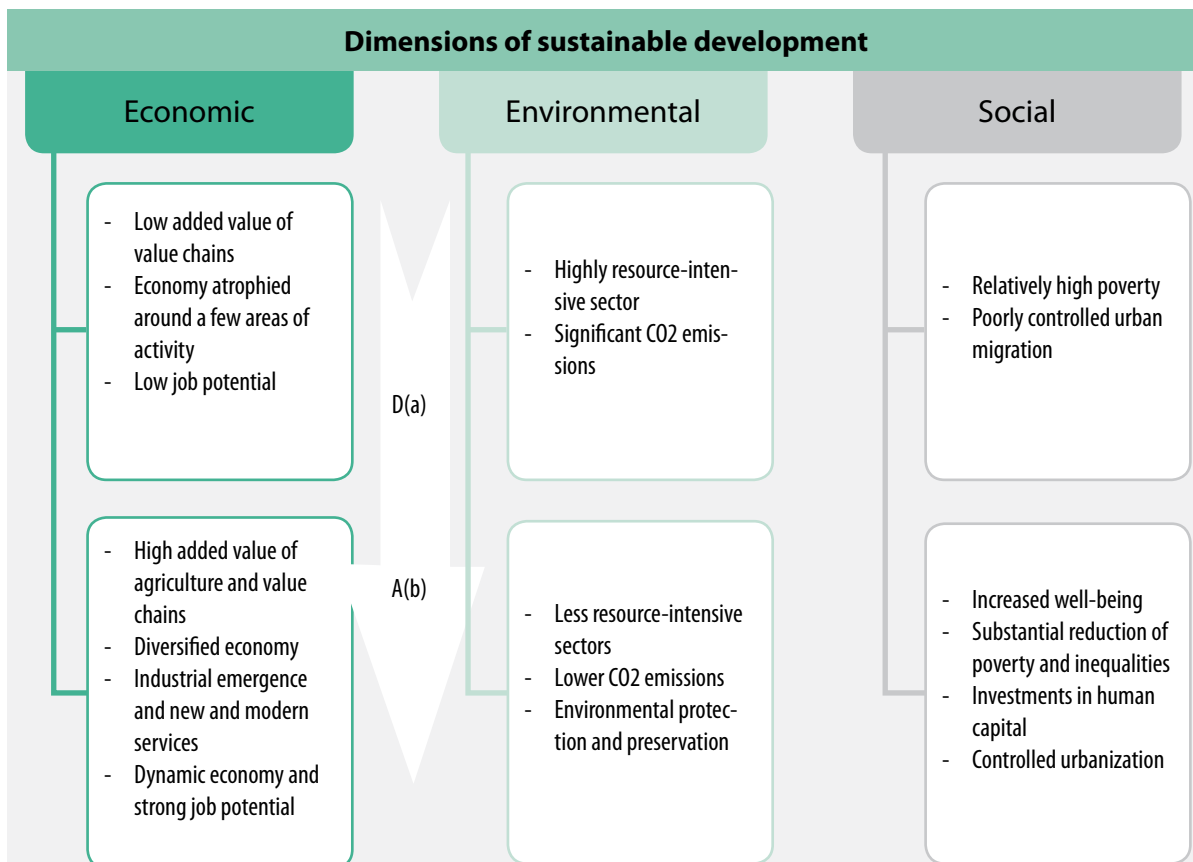
### 1.3.1.1 Structural transformation

Structural transformation is the result of a process which, through economic growth, leads ultimately to a change in the sectoral configuration of the economy corresponding to a relatively advanced stage of economic development. It consists essentially of four interdependent processes (Timmer, 2012):

- Reduction of the share of agriculture in GDP and employment;
- Rapid urbanization resulting from rural exodus;
- A modern economy based on industry and modern services;
- A demographic transition towards lower birth and death rates.

Structural transformation in Burkina Faso should make it possible to move from the current macroeconomic context to a context of more productive agriculture underpinning the development of industry and eco-effective modern services characterized by the equitable distribution of the wealth created and opportunities for investing in the development of human capital. In the context of Burkina Faso, a successful structural transition may be set out diagrammatically as follows.

**Diagram 2: Components of successful structural transformation in Burkina Faso**



Source: Authors

Note: (a) = Starting point; (b) = End point (goal).

### 1.3.1.2 The inclusive green economy

The green economy concept made its appearance in 1989 (Pearce et al, 1989) and rose to the forefront of economic thinking. It took on its full relevance between 2008 and 2009 in the context of the financial and economic crisis and the food crisis, and at the Rio +20 Summit in 2012. There currently exist various definitions of the concept around the same core idea.

The United Nations Environment Programme (UNEP) defines a green economy as “an economy that results in improved human well-being and social equity, while significantly reducing environmental risks and ecological scarcities”.

For the Economic Community of West African States (ECOWAS), “the green economy is the set of activities leading to poverty reduction, the creation of decent green jobs, wealth and income for the population, which ensures overall well-being for everyone while maintaining a healthy environment with due regard for human rights and social cohesion”.<sup>5</sup>

The World Bank defines green growth as growth that is efficient, clean and resilient in its use of natural resources: clean in that it minimizes pollution and environmental impacts and resilient to the extent that it takes into account natural hazards and the role of environmental and natural resource management in disaster prevention (World Bank, 2012).

According to the Organization for Economic Cooperation and Development (OECD, 2011), the purpose of green growth is to foster economic growth and development while ensuring that natural assets are used in a sustainable manner and continue to provide the resources and environmental services on which growth and well-being rely.

In the fifth edition of its report on sustainable development in Africa, the Economic Commission for Africa defines inclusive green growth as inclu-

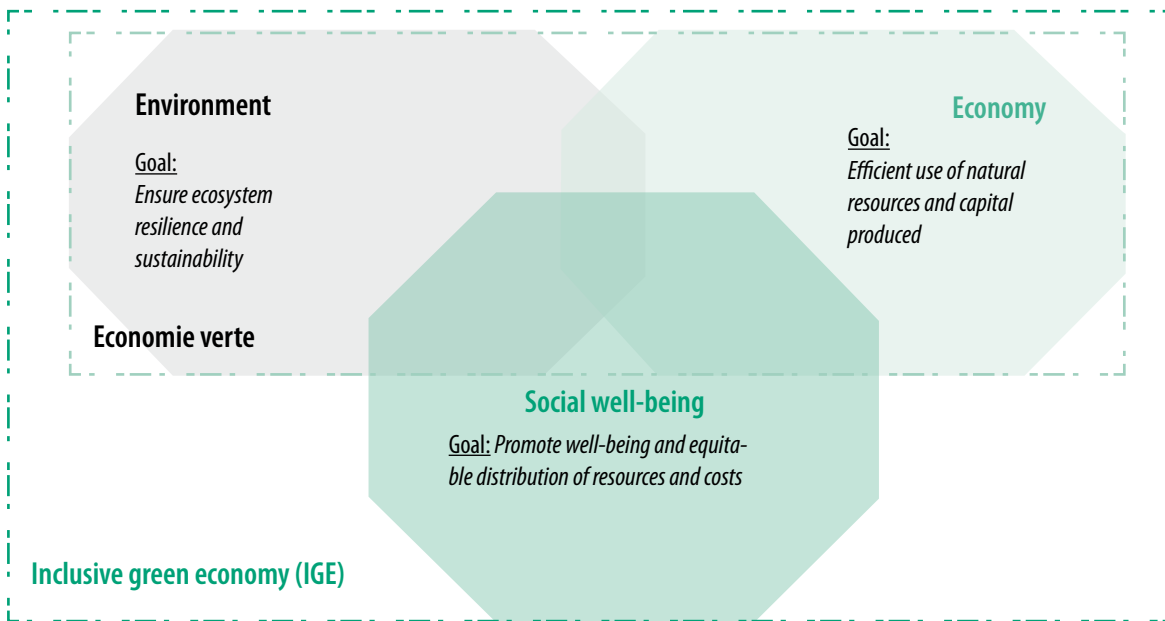
sive economic growth that creates jobs, improves human well-being (including poverty reduction) makes effective use of resources and enhances environmental assets.

It should be noted that the green economy does not replace sustainable development and is, rather, a tool for achieving it. Accordingly, it is increasingly recognized in discussions on the green economy that all three dimensions (social, environmental and economic) of sustainable development need to be clearly highlighted. This is the rationale behind the use of the expression “inclusive green economy”, which also explicitly reflects the social dimension. This is the expression that will be used in this study.

Increasingly, such organizations as the Organization for Economic Cooperation and Development (OECD), the African Development Bank (AfDB) and the Economic Commission for Africa (ECA) are seeking to promote inclusive green growth. This would enable countries to adopt a gradual approach whereby lessons can be drawn and tools and instruments can be developed to design and implement policies, strategies and programmes that may play a useful role in effectively managing the transition towards a green economy. This is particularly relevant in view of the fact that an inclusive green economy without accompanying policies and tools would not necessarily lead to inclusive growth that creates jobs, uses resources sparingly and respects the environment. Each country may have its own approach to or interpretation of the inclusive green economy/green growth according to its realities and development priorities. Generally speaking, however, the main principles of an inclusive green economy may be summarized as shown in the following diagram.

Since the Earth Summit (1992), Burkina Faso has embarked on various paths towards economic sustainability and greening. To our knowledge, however, it has not yet a specific inclusive green economy programme. Commitments made are translated into reality through a variety of strate-

<sup>5</sup> This is the definition adopted by Burkina Faso.

**Diagram 3: Goals of an inclusive green economy**

*Source:* Authors, adapted from a document of the European Environment Agency.

gies, programmes, good practices and institutional mechanisms. Such a range of measures is increasingly required to set the overall strategic direction and provide the incentives to adopt and implement on a coordinated basis the various measures and actions needed to move towards an inclusive green economy. A clear and comprehensive political framework tends thereby to come into being and it is this framework that we have considered here.

### 1.3.2 Methodology

Overall, the study was conducted in three major complementary stages, followed by a validation workshop.

- **Document analysis:** An exhaustive document review was undertaken in order to gather the data and information needed for the purposes of the study. At this stage, the aim was to identify and, where appropriate, to examine national and sectoral legislation, together with development policies, strategies, plans and programmes, etc.
- **Field survey:** in order to pinpoint more clearly the context and certain data collected in the document analysis exercise, a number of public sector actors and non-State actors (private sector, civil society, etc.) were consulted. They were carefully selected on the basis of two criteria, namely: importance of links to the subject addressed and fact of belonging to an institution closely related to the green economy and/or structural transformation. They were consulted by way of two kinds of questionnaire, supplemented in some cases by direct interviews. In all, 38 resource persons from 29 institutions were questioned (Cf. Annex 1, list of persons consulted).
- **Data analysis:** The information and data collected were analysed as required for the study.<sup>6</sup>

<sup>6</sup> Using two statistical data processing software programmes: Excel and STATA.

In order to improve and add to the content of the report, a technical validation workshop was held in Ouagadougou on 16 and 17 October 2014. It was attended by some 50 public and private sector participants who reviewed the findings and made their contributions in the form of constructive criticism, amendments and recommenda-

tions. The final output presented here was thereby able to be further enriched. Before and after the workshop, and from the earliest planning stages, the report was also subjected to several other peer reviews and drew on useful comments from United Nations partner organizations and various ECA division teams.

## 2. Macroeconomic framework of Burkina Faso

Since its independence, Burkina Faso has tried out various policies and strategies for enhanced well-being. The following section offers an overview of these main policies and strategies in relation to key moments and requirements.

### 2.1 Brief overview of policies and strategies

In response to various macroeconomic contexts and its development imperatives throughout its history, Burkina Faso has adopted a number of public policy options. A review of the related documents shows that these many responses can be divided into four categories.

#### 2.1.1 Austerity and self-adjustment in response to budgetary imbalance

In the post-independence period, the socioeconomic context of Burkina Faso, then Upper Volta, was marked by poor management, reflected at the macroeconomic level by significant imbalances.

To address this situation, an austerity programme was put in place aimed mainly at swiftly restoring the macroeconomic balance (zero budget deficit, zero public debt). The programme proved effective and very rapidly led to strong control of public expenditure and restrained and honest use of public resources. Unfortunately, with a slackening of public management, bad practices again became apparent through a substantial increase in the public debt and a dwindling of the budgetary balance achieved.

The authorities took over the goals of restoring the macroeconomic balance, resulting, between 1961 and 1962, in a set of self-adjust-

ment measures (establishment of an investment fund, known as the “people’s investment initiative”, a reduction in civil service salaries from 5 to 12 per cent according to category, a 25 to 50 per cent reduction in the advantages granted to civil servants, a lowering of the retirement age from 55 to 53, etc.). On the whole, these measures saved the country from bankruptcy without however eliminating the budget deficit. At the structural level, there were no significant changes and agriculture remained dominant. At the social level, the growth rate of the population also remained stable overall (averaging 1.34 per cent between 1960 and 1963).

#### 2.1.2 Central planning in response to a loss of public control

To build on its relative successes, the State maintained its policy of deficit management while strengthening or introducing strong measures to reduce State expenditure. Moreover, the policies adopted reflected a firm resolve to cope with the country’s development needs and requirements through planning, central planning in particular. Between 1962 and 1982, the public policy of Burkina Faso was marked by a succession of plans and projects predicated mainly on the readiness of donors to release financing. A Ministry of the Plan was set up for the purpose, tasked with steering the multiple programmes and plans, including the grassroots development programme (PPD, 1983-1986). A large number of regulations and laws were enacted to facilitate planning and put the reins of the economy in the hands of the State, present at that time in all sectors of economic life: establishment of State-owned corporations, price control, manufacturing, distribution, the banking system, international trade, etc.

In the specifically agricultural field, policies were adopted aimed essentially at diversifying agricultural production, ensuring land conservation, promoting irrigation, combating the negative effects of drought and restoring livestock. Numerous institutions were set up (the regional development authority, ORD, and the regional centre for agricultural production, CRPA,<sup>7</sup> the textiles corporation, SOFITEX,<sup>8</sup> the national cereals office, OFNACER,<sup>9</sup> etc.), land reform (RAF) and related policies were adopted and between 10 and 25 per cent of investments were regularly earmarked for the agricultural sector. In the early years such policies brought about substantial agricultural growth. By contrast, the secondary and tertiary sectors showed a downward trend.

At the social level, numerous indicators gave concern. Just prior to the structural adjustment programmes, education indicators were as follows: 0.7 per cent preschool attendance rate, 30 per cent primary, 7.8 per cent secondary and 1 per cent higher education. Life expectancy rose from 37 to 48 years between 1960 and 1980 thanks in particular to the public health policies<sup>10</sup> put into effect. All in all, the period was characterized economically by erratic growth, an industrial sector in difficulty because of low competitiveness, high costs of factors of production and significant shortcomings in natural resource management. However, crop yields were good and inflation levels were acceptable.

As authority was centralized, it became more cumbersome to administer and manage the country and the State was bowed down by the weight of the many responsibilities it had assumed. Now incapable of covering all its expenses, the State again found it necessary to devise fiscal consolidation policies and strategies. It needed to reduce expenditure and find new sources of income and it was with this end in view that structural adjustment programmes (PAS) were introduced into the country.

<sup>7</sup> For wider access to inputs.

<sup>8</sup> For cotton.

<sup>9</sup> For cereals.

<sup>10</sup> Building of many centres for health care and social advancement (CSPS).

### 2.1.3 Structural adjustment programmes and market liberalization in the context of a weakened State

In the context described above, in 1990, Burkina Faso became a party to structural adjustment programmes upon the development of an economic policy framework document (DCPE) for a ten-year period. In the macroeconomic field, reform of State finances was the main policy objective (establishment of VAT, rationalization of public expenditure, wage bill control, privatization of State-owned companies, devaluation, etc.).

In terms of regulation, the State undertook to liberalize the market. At the sectoral level, emphasis was laid on agriculture (strategic component no. 1), education, health, transport and the environment (strategic component no. 6). But while there was some macroeconomic readjustment thanks to the structural adjustment programmes (growth of GDP, acceptable rate of inflation, etc.), at the social and environmental level, the situation continued to be worrisome. There was no decline of poverty; it even increased, rising from 44.5 per cent in 1994 to 46.3 per cent in 2003. Riding the wave, Burkina Faso joined the Heavily Indebted Poor Countries Initiative (HIPC), which led to the period of strategic frameworks for poverty reduction.

### 2.1.4 Implementation of the structural adjustment programmes or the strategic framework for poverty reduction (CSLP) in response to persistent poverty

In the first decade of this century, the macroeconomic performance of Burkina Faso was marked by interesting developments which have continued to the present time. These included the reining in of inflation (2.34 per cent over the period 2000-2013) and relatively high rates of economic growth. Between 2001 and 2010, the average growth rate was 5.2 per cent, which was

higher than the average rate of all the ECOWAS countries (2.8 per cent). Notwithstanding these notable results, there was still poverty. The lives of a large proportion of the population continued to be marked by great poverty, particularly in rural areas. In response to this situation, clear goals of poverty reduction were added to the goal of fiscal consolidation. The State decided what percentages of the budget should be allocated for this goal and be invested in social sectors like health, education and literacy, water and sanitation, etc.

In terms of public policy, a sustainable human development policy letter (LPDHD) was issued in 1995. Over the period 1999-2000, it was reviewed. It thus led to the development of the strategic framework for poverty reduction (CSLP) in 2000. The aims of the strategy were to: (i) accelerate growth in a spirit of equity; (ii) guarantee access to basic social services for the poor; (iii) broaden opportunities for jobs and income-generating activities for the poor; (iv) promote good governance. These strategies increasingly gave prominence to the concepts of equity, inclusion, exclusion, gender equality, etc.

Nevertheless, despite the many policies and measures adopted within this framework, the strategic framework for poverty reduction crafted in 2000 did not lead to the achievement of the Millennium Development Goals in 2015. Work therefore began on the development of the strategy for accelerated growth and sustainable development (SCADD).

### **2.1.5 The strategy for accelerated growth and sustainable development (SCADD) and sustainable development**

Adopted in late 2010 for the period 2011-2015, the SCADD strategy reflected an awareness that, while it was true that economic management had progressed thanks to the strategic framework for poverty reduction, the progress achieved had not enabled quantitative deve-

lopment goals to be fully achieved, in particular strong growth and a significant reduction in poverty. Despite implementation of the poverty reduction strategy, poverty continued to be rife, especially in rural areas.

In such a context, the general goal of the strategy for accelerated growth and sustainable development was to bring about strong and sustained economic growth, with multiplier effects on income levels and quality of life of the population and with due regard for the main determinants of sustainable natural resource management.

The SCADD strategy accordingly sought to integrate the three dimensions of sustainable development. Its goal of bringing about strong and sustained economic growth, with multiplier effects on income levels and quality of life of the population, with due regard for the principle of sustainable development, can be broken down into eight specific objectives:

- Achieve an average 10 per cent real GDP growth rate;
- Mitigate extreme poverty and hunger in the country;
- Provide primary education for all;
- Promote gender equality and women's empowerment;
- Reduce under-five-year-old infant mortality;
- Improve maternal health;
- Combat HIV, AIDS, malaria and other diseases and continue to reverse the trend;
- Ensure a sustainable environment.

It is as yet too early to assess the effects of these two policies. We can, however, describe the context and development imperatives in which these policies are grounded.

## 2.2 The macroeconomic framework in the context of an inclusive green economy

### 2.2.1 Situation of the three dimensions of sustainable development in Burkina Faso

#### At the economic level

At the macroeconomic level, the economic performance of Burkina Faso is generally sound, but significant challenges remain in terms of the creation of decent jobs and green growth. There has been a decrease in the expected rate of growth in the country under the impact of several factors. The drop in the prices of the country's two main exports (gold and cotton), the effects of the appearance of the Ebola virus in the subregion on tourism and services and the political uncertainty leading to a change of government at the end of October 2014 have contributed to a slower rate of growth. Real growth was estimated at 4 per cent in 2014 and should be around 5 per cent in 2015 (International Monetary Fund, 2015).

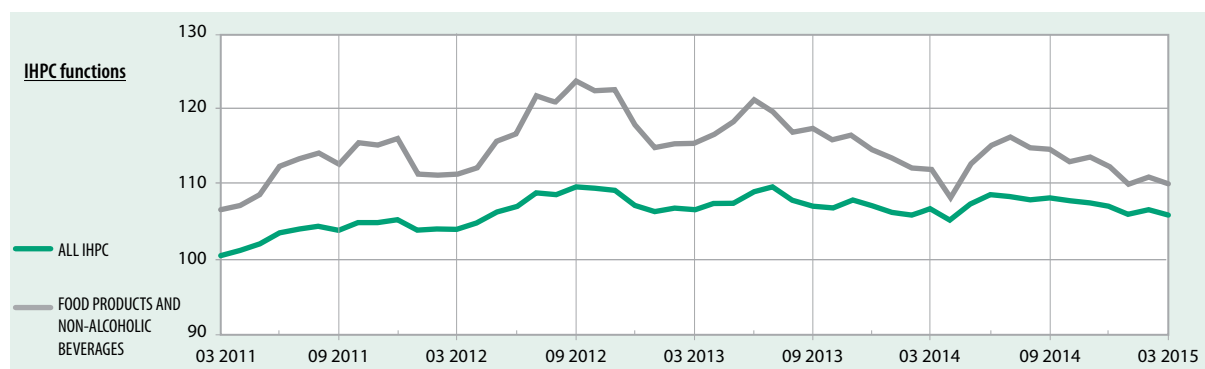
The budget deficit for the 2013 financial period increased to 3.5 per cent of gross domestic product, reflecting the lowest incomes and expenditure for subventions, partially offset by higher subventions (IMF, 2015). Lower tax receipts than had been foreseen led to reduced expenditure and imports (IMF, 2015). At the end of March 2015,

average inflation for the previous 12 months was -0.2 per cent as against -0.1 per cent one year earlier. A good agricultural campaign in 2013-2014 and governmental measures against the high cost of living largely account for the consumer price picture (INSD, 2015) (see figure 1 below).

The economy of Burkina Faso remains marked by the predominance of the primary and tertiary sectors. In 2012, the tertiary sector alone represented practically half of GDP (44.4 per cent). As for the primary sector (agriculture and livestock farming), it employed more than three quarters of the active population and contributed 27.8 per cent to GDP. This sector's contribution for 2013 was 31.5 per cent. In the same year, the added values of agriculture and livestock farming were respectively 56.2 per cent and 34.1 per cent of the total added value of the primary sector (MEF-DGEP, 2012).

The current momentum of the secondary sector derives almost exclusively from the mining boom and the construction and public works subsector (BTP). Since 2011, the share of the extractive industries has become increasingly large. It is estimated at 24.6 per cent of GDP. The manufacturing industries subsector has remained generally sluggish since the 1990s. Overall, industrial growth in the country remains weak with alternating peaks and troughs (figure 2).

**Figure 1: Harmonized consumer price index (IHPC)**



Source: Ministry of the Economy and Finance (2015, p.3).

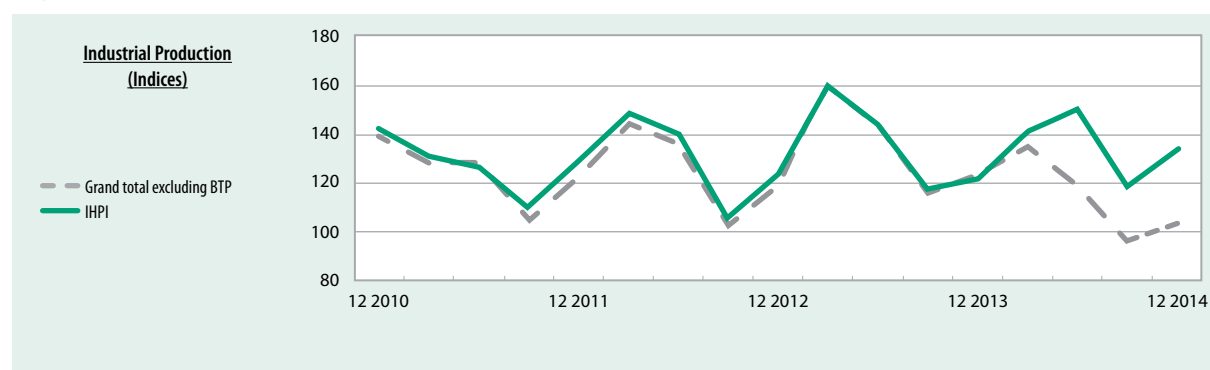


**Table 1: Macroeconomic indicators for Burkina Faso**

Indicators	2010	2011	2012	2013	2014
GDP (US\$ billions)	9.14e	10.47	11.04e	12.13	13.19e
GDP (annual growth as a percentage, constant prices)	8.4	5	9	6.5	6.4e
GDP per capita (US\$)	555	617e	636e	683	726e
State debt (as a percentage of GDP)	29.3e	29.7	28.3	28.7	28.5
Inflation rate (%)	-0.6	2.8	3.8e	2	2e
Balance of current transactions (US\$ billions)	-0.2	-0.13	-0.24	-0.63	-1.08e
Balance of current transactions (as a percentage of GDP)	-2.2	-1.3e	-2.1	-7	-8.2e

Source: IMF - World Economic Outlook Database - latest available data in 2014.

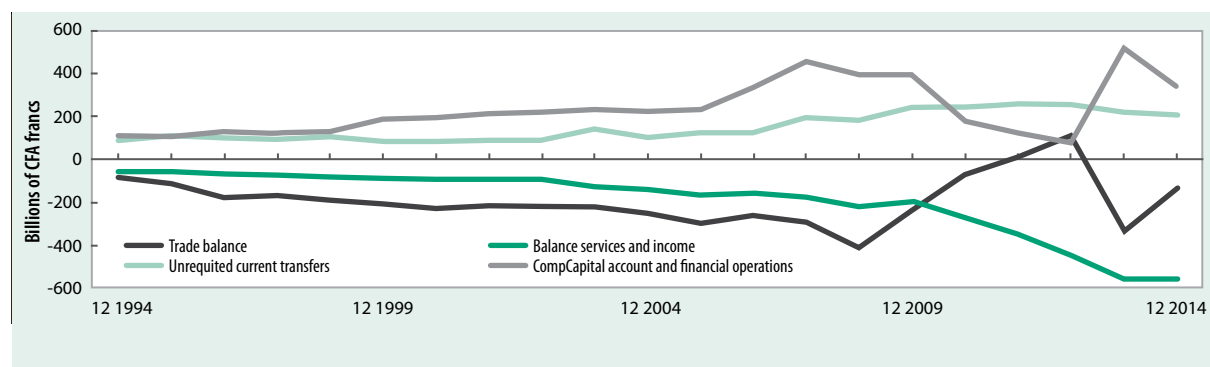
Note: (e) Estimates.

**Figure 2: Industrial production index (end 2010-end 2014)**

Source: Ministry of the Economy and Finance (2015, p.6).

Despite a slight nominal increase, Burkina Faso's total public debt remained constant as a percentage of GDP (at approximately 29 per cent) until the end of 2014 (see table 1). In accordance with the Government's policy of budgetary rigour, debt accumulation slowed considerably in 2014 and the nominal debt stock increased by only

2 per cent. The nominal increase derived exclusively from foreign debt, which increased by 4 per cent, as opposed to domestic debt. It shrank by 4 per cent with a tightening of liquidities on the regional market (IMF, 2015). The 2013 revised version of the current account deficit increased by 7 per cent of GDP (see also figure 3).

**Figure 3: External balance trends for Burkina Faso**

Source: BCEAO in MEF (2015, p. 17).

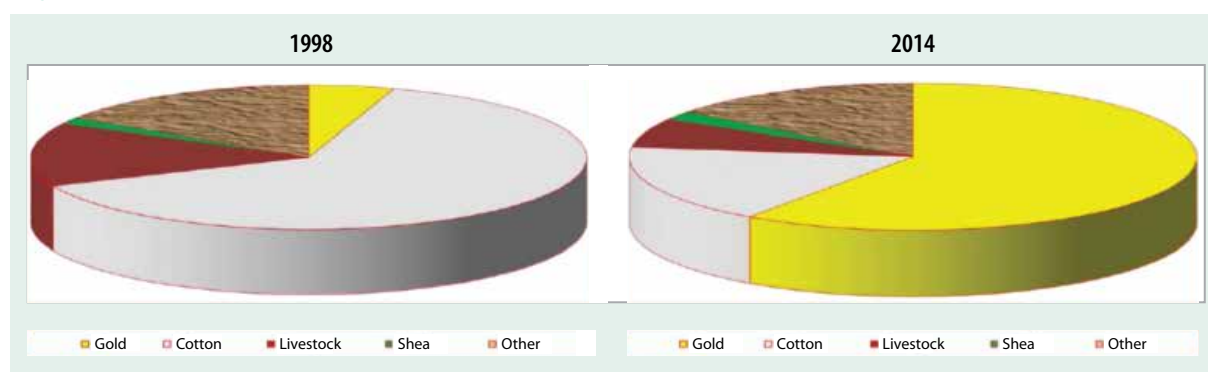
Burkina Faso's export structure has changed considerably over the past few years due to the resumption of the industrial mining of gold deposits. For example, in 1998 that structure was dominated by exports of cotton (63.5 per cent) and livestock products (around 14 per cent). In 2013, gold predominated, with approximately 63 per cent in the share of exports (INSD, 2015) (figure 4).

The Central Bank of West African States revised its policy rates downwards by 25 basis points in the third quarter of 2013. Thus, the minimum interest rate to tender for liquidity injections and the interest rate on the marginal lending window (repo

rate) were set respectively at 2.5 per cent and 3.5 per cent, as against former rates of 2.75 per cent and 3.75 per cent respectively. Basic bank rates ranged between 8 and 11 per cent in the first half of 2014. In the case of financial institutions, basic rates ranged between 10 and 17.5 per cent in the first half of 2014 (MEF, 2015) (see figure 5).

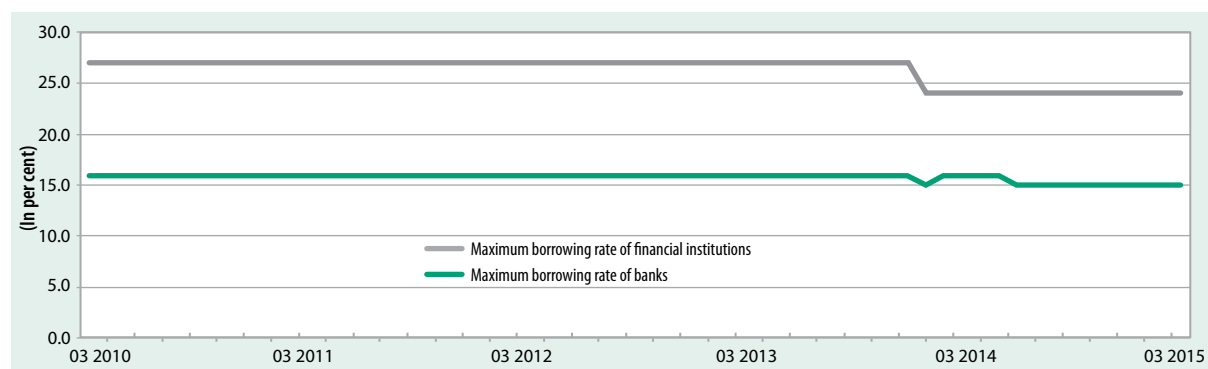
In the light of policy papers and ad hoc evaluations and also from the standpoint of residual situations, table 2 offers performance assessments of strategy and policy initiatives taken.

**Figure 4: Burkina Faso's export structure in 1998 and 2014**



Source: MEF (2015, p. 20).

**Figure 5: Burkina Faso and WAEMU zone interest rates (March 2010-March 2015)**



Source: BCEAO in MEF (2015, p.16).

**Table 2: Overview of economic policies and effects noted**

(Imperative)	Issue addressed/level of treatment		
	Low	Middling	Good
(Budgetary balance) 1960-1980 Austerity, budgetary balance	Poverty Industrial development Sustainable management of natural resources Demographic transition Agricultural productivity Economic diversification Infrastructures	Growth of GDP Increase in the added value of the economy Health	Macroeconomic balance
(Fiscal consolidation) 1980-2000 Central planning	Growth Poverty Industrial development Sustainable management of natural resources Agricultural productivity Economic diversification Infrastructures Education Health	Growth of GDP Demographic transition	Macroeconomic balance
(Fiscal consolidation) 1980-2000 PAS, Liberalization of the economy, Withdrawal of the State from productive sectors	Growth Poverty Industrial development Sustainable management of natural resources Agricultural productivity Economic diversification Infrastructures Education Health	Growth of GDP Demographic transition	Macroeconomic balance
(Poverty reduction) 2000-2010 CSLP, SCADD	Poverty Sustainable management of natural resources Agricultural productivity Strong growth	Demographic transition Industrial development Economic diversification Infrastructures Health Education	Growth of GDP
(Poverty reduction, adaptation to climate change) 2000-2015 CSLP, SCADD, PNDD	Poverty Sustainable management of natural resources Agricultural productivity Strong, green growth	Demographic transition Industrial development Economic diversification Infrastructures Health Education	Growth of GDP

**Source:** Authors on the basis of a compilation and analysis of the results of existing evaluations.

While there has been solid economic growth, it has continued to be of low quality, as reflected in low job creation. The poverty rate was higher than 40 per cent over the 2000-2010 decade (UNICEF, 2010). Even today, 44 per cent of the population lives below the national poverty level, estimated at 108,454 CFA francs yearly (INST, 2009). Analysis of this poverty by residence area shows that it is essentially rural. The poverty rate in rural areas is 50.7 per cent as against only 19.9 per cent in urban areas. We thus see the difficult living conditions of the rural population who live mainly from agriculture, which is highly vulnerable to climate hazards and exogenous shocks.

### At the environmental level

The Burkina Faso economy continues to be dependent on natural resources and the environment, which are severely strained. The results of the economic evaluation of the environment and natural resources conducted in 2011 show that nearly 44.61 per cent of GDP derives from activities and sectors linked to natural resources. The national policy for sustainable development has accordingly been considered useful.

The environment is undergoing rapid degradation due to current practices. For example, the forest area (as a percentage of the territory), which was around 22.84 per cent in 2000, was estimated to be 20.65 per cent in 2010 (World Bank database). According to studies and analyses on the subject (SP/CONAGESE, 2002; UNDP, 2012), this trend is linked to anthropic activities and the effects of climate change. The report on the future study of the forest sector in Africa (Ouédraogo, 2001) shows that in Burkina Faso annual general deforestation is between 40,000 and 60,000 ha. Degradation due essentially to excessive woodcutting is estimated to be more than 105,000 ha a year. In the current economic context, the country is highly dependent on wood for energy (82 per cent of the primary energy balance) with an electricity mix in which thermal energy accounts for more than 70 per cent. According to the population and health survey (INSD, 2010),

wood is used by 88 per cent of households as against only 4.3 per cent and 5.3 per cent respectively for charcoal and gas.

According to the national land-use planning model, plant cover erosion and degradation are resulting in land attrition. The second report on the state of the environment reveals that 34 per cent of the territory, or 9,234,500 ha of productive land, is already degraded.

As regards water resources, according to the 2010 statistical yearbook of the environment, Burkina Faso has fairly substantial surface and groundwater resources. Total internal renewable water resources are estimated at 12.5 km<sup>3</sup>/year and total groundwater resources at 8 km<sup>3</sup>/year. In view of the limited capacity for water control, this potential falls to 4.3 km<sup>3</sup>/year. As for renewable groundwater resources, the total volume is estimated at 9.5 km<sup>3</sup>/year. Notwithstanding these apparently favourable figures, according to the report on current water resources prepared by the Ministry of the Environment and Water in 2001, Burkina Faso is in a state of shortage in terms of the sustainable management of water resources, taking into account available renewable resources and the groundwater deficit over the past few decades.

Where biodiversity is concerned, according to the 2011 national forum on biological diversity, in spite of the ecological context, Burkina Faso enjoys appreciable biodiversity (International Union for Conservation of Nature, 2011). In terms of forest area, 14 per cent of the territory counts as protected areas totalling more than 3.815 million ha, and nearly 48 per cent of the country's surface area has plant cover, or some 13.3 million ha, and a stumpage volume of 255 million. The country's wildlife consists of more than 700 species distributed among mammals, birds and reptiles, representing respectively 18.2 per cent, 67.9 per cent and 13.9 per cent. Unfortunately today, this biodiversity is undergoing rapid degradation which is dangerously compromising all conservation efforts.

The results of the economic analysis of the environment conducted in 2011 by the permanent secretariat of the national council for the environment and sustainable development (SP/CONEDD) show that current behaviour and practices in the use of natural resources cost the Burkina Faso economy 780,387,503,564 CFA francs or 21.2 per cent of GDP. This cost breaks down into various categories of cost summarized in the following table.

In the final analysis, the data demonstrate that, while being on target, current initiatives fall short of meeting sustainable development imperatives in the environmental field. Sound management of the environment and natural resources remains just as much a challenge.

### At the social level

At the present time, Burkina Faso remains one of the poorest countries in the world with a poverty rate higher than 40 per cent during the 2000-2010 decade (UNICEF, 2010). Over the same period, the mean human development index (HDI) remained low at around 0.320.<sup>11</sup> In 2014, with an HDI estimated at 0.388, the country was ranked 181<sup>st</sup> out of 187 countries in the human development report (UNDP, 2014). Even today, 44 per cent of the population lives below the national poverty level, estimated at 108,454 CFA francs yearly (INSD, 2009). Analysis of this poverty by residence area shows that it is essentially rural. The poverty rate in rural areas is 50.7 per cent as against only 19.9 per cent in urban areas. The unemployment rate was 6.6 per cent in the first quarter of 2014, with 29.9 per cent of employed

**Table 3: Costs of damage and inefficiency by environmental field and economic category**

Environmental field	% GDP	Values	
		US dollars	CFA
Water	4,6	381 770 491	170 956 826 028
Air	3,2	265 545 927	118 911 466 043
Noise	0,05	3 817 284	1 709 379 689
Land and forests	4,7	390 324 497	174 787 309 950
Waste	1,5	119 975 836	53 725 179 193
Energies and materials	7,1	581 280 354	260 297 342 661
Total I	21,2	1 742 714 389	780 387 503 564
Total environment	0,37	30 262 100	13 551 368 180
Total environment (with sequestration)	-0,004	-329 571	-147 582 025
Total II	21,5	1 772 976 489	793 938 871 744
Total II (with sequestration)	21,1	1 742 384 818	780 239 921 538
Economic categories	% GDP	Values	
		USD	CFA
Health   Quality of life	9,0	741 903 946	332 24 587 092
Natural capital	4,3	357 691 898	160 174 432 052
Inefficient resource management	7,8	643 118 545	287 988 484 420
Total I	21,2	1 742 714 389	780 387 503 564

Source: SP/CONEDD, 2011.

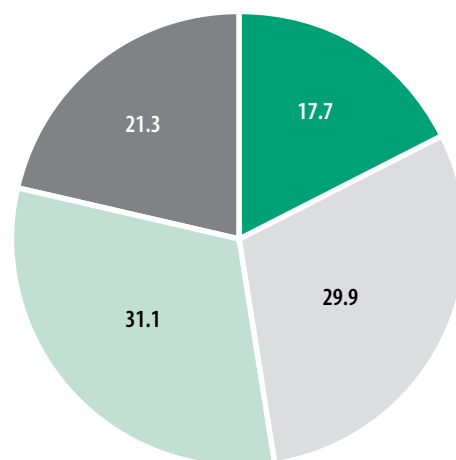
<sup>11</sup> Author's calculation based on UNDP human development reports.

persons working in agriculture, livestock farming and fishing, and 31.1 per cent in industry. Unemployment remains more an urban phenomenon (7.1 per cent) than a rural one (6.4 per cent). The highest proportion of the employed active population is in the industrial sector (figure 6).

Life expectancy has risen, currently standing at 54.43 years.<sup>12</sup> However, this quantitative shift has not been accompanied by a change in the quality of life. Analysis of the findings of the 2009 comprehensive survey of household living conditions (INSD, 2009) shows that, overall, there is still small access to electricity in Burkina Faso (13.9 per cent) with significant disparities between urban areas (46 per cent) and rural areas (2 per cent). The cost of electricity remains high. Housing is characterized by a predominance of substandard housing: 70.1 per cent of the population lives in dwellings made from improvised materials like adobe and straw. As for drinking water access, on the basis of a norm of less than 30 minutes to reach a source of drinking water, 81.2 per cent of households had physical access to drinking water in 2009. This relatively high level nevertheless masks disparities between regions and residence areas.

At the level of health care, there has been some improvement in the proportion of households having access within 30 minutes to a health care centre: 45.5 per cent in 2009 (INSD, 2009). This improvement is due to the annual increase in the number of health facilities and the improved geographical accessibility of communities to basic health care training in all regions. There has also been an improvement in the nutritional status of children under the age of 5 in the past decade. According to data from the 2010 population and health survey, the proportion of underweight children under 5 years of age is 30 per cent and that of stunted children is also 30 per cent.

**Figure 6: Distribution of employed persons by branch of activity (percentages)**



*Source:* INSD (2015, p.17).

Where education is concerned and notwithstanding a clear improvement in the educational level of the population, women remain less educated than men. Only 23 per cent of women and 38 per cent of men are considered to have achieved literacy. In urban areas, 52 per cent of women and 67 per cent of men have received literacy training as against 11 per cent and 25 per cent respectively in rural areas (INSD, 2010). In Parliament, the proportion of seats occupied by women is far from the parity level but it rose to 16 per cent in 2012. There has also been an increase in the proportion of women in government, which was 12.9 per cent in 2012.<sup>13</sup>

The social situation in Burkina Faso continues to be marked by significant challenges in all areas of sustainable human development. In particular, living conditions are far more difficult for rural populations whose livelihood depends essentially on agriculture, which is highly vulnerable to climate hazards and exogenous shocks. The relatively underdeveloped industrial sector is the main source of employment for the active population.

<sup>12</sup> [http://www.statistiques-mondiales.com/burkina\\_faso.htm](http://www.statistiques-mondiales.com/burkina_faso.htm)

<sup>13</sup> INSD, governance management chart 2013.

### 2.2.2 Integration of the three dimensions of sustainable development, and of efficiency, justice and governance in the macroeconomic framework of Burkina Faso

In order to more effectively reflect its resolve to take into account the three dimensions of the inclusive green economy and integrate them into sustainable development, in 2013 Burkina Faso framed its national sustainable development policy (PNDD). Its purpose is to define the overall framework for the implementation of sustainable development in the country (MEDD, 2013). The national sustainable development policy sets out general guidelines for the formulation and framing of sectoral policies, development strategies, plans and programmes, and for planning and budgeting both nationally and at decentralized levels. It also sets out principles and operational responsibilities of the central public authority, decentralized authorities, civil society and private organizations and other development actors. It determines the necessary resources and the monitoring and evaluation mechanism required for the attainment of development goals (MEDD, 2013).

**The principle of justice between generations and within the same generation, including in terms of participation, remains an ongoing quest.** Admittedly, Burkina Faso's economic growth is strong and sustained, more than the average in sub-Saharan Africa and twice as high as the global rate of growth. However, it is still four points away from the first goal of the strategy for accelerated growth and sustainable development (SCADD).<sup>14</sup> Despite such growth, the population remains poor with a high rate of illiteracy, a predominance of substandard housing, an agriculture that is highly vulnerable to climate hazards and exogenous shocks and the high cost of electricity, which impairs the well-being of the population and hampers industrial and commercial develop-

ment. These findings show that the level of economic growth achieved and the mechanism for redistributing its fruits have not sufficed to bring about a significant reduction in the poverty rate (problem of inclusion).

**The country is endeavouring to promote the principles of governance and accountability, in particular through various sectoral policies and the advancement of democratic participation.** It is to be recalled that SCADD is now the benchmark for economic governance in Burkina Faso (MEF, 2011). Its purpose is to bring about sustained economic growth, with due regard for the principle of sustainable development. The various sectors of sustainable development all have a legal framework for the conduct and implementation of public development policies. For example, the institutional framework for the implementation of agricultural policy turns around the Ministry of Agriculture and Food Security. As designed, the operational mechanism of agricultural policy is based essentially on a programmatic approach implemented by the State and its partners. Growth hubs are an important part of this mechanism. In the mining sector, Burkina Faso has moved through various stages and levels of regulation. Currently, the institutional framework for the implementation of the mining code is organized around the Ministry of Mines, which coordinates and monitors all the activities of the many stakeholders. The institutional framework for the implementation of industrial development policy is built around the Ministry of Industry, Trade and Crafts, which is tasked with leading the country to the vision set out in the sectoral policy and the strategy for accelerated growth and sustainable development. This is also true for other sectors such as health, education, etc. Since 1998, the country has been consolidating its democratic institutions and regularly organizing national and local elections. For example, as an institutional mechanism for water management, local water committees (CLEs) serve as basic structures for integrated water resource management. Local coordination services are responsible for enlisting the support of local water management stakehol-

<sup>14</sup> The first goal of SCADD is to achieve an average growth rate of 10 per cent between 2011 and 2015.



ders for the goals of integrated water resource management, while taking into account local challenges and contexts.

**The principle of efficiency, which underpins sustainable modes of production and consumption, is also central to budget and energy management.** Where budget management is concerned, fiscal consolidation measures are incorporated into clear poverty reduction goals, for which a share of the budget is allocated to social sectors (health, education, water and sanitation, etc.). In the energy field, in response to the energy deficit and the associated environment and climate challenges, Burkina Faso has put in place a new sectoral energy policy (2014-2025).

**All things considered, the macroeconomic framework of Burkina Faso has allowed an inclusive green economy to be promoted to only a limited extent.** The policies implemented so far have mainly addressed issues of macroeconomic balance and economic growth. While significant progress has been achieved, other aspects of development, relating in particular to health, education, poverty, inequalities, economic diversification, increased added value, the energy crisis, etc., are less well covered. This is demonstrated by the high cost of energy, which continues to weigh heavily on the industrial development of Burkina Faso. This is also true of the poverty rate, which remains high, and of the agricultural sector which, while still dominant, is not very productive. Such a context may provide the opportunity for a stronger commitment to sustainable development and an inclusive green economy, especially since the time frame adopted for the strategy for accele-

rated growth and sustainable development and the Millennium Development Goals ends in 2015 and Burkina Faso is preparing for elections in the same year. To this end, a good understanding is needed of the required place and role of the inclusive green economy in current policies. In so far as it is now an imperative for Burkina Faso to aim for a sustained structural transformation in keeping with the principles of an inclusive green economy, the country's current development strategies and policies should be clearly oriented along those lines. The inclusive green economy and structural transformation must be systematically linked together in an integrated framework. This hinges essentially on the development of an inclusive green economy strategy fully consistent with an updating of the current growth strategy to ensure the fulfilment of clear goals of structural transformation and poverty reduction. Burkina Faso will need in particular to consolidate its tradition of sound macroeconomic management while increasing its productivity in the agricultural, industrial and energy fields. For such a development dynamic to be put in place, there is an urgent need for a lasting partnership between all the economic stakeholders in conjunction with a commitment by the highest State authorities. A clear identification of the challenges and opportunities for a green economy and structural transformation would then make it possible to achieve effective synergies for balanced economic, environmental and social development. In particular, attention should be given to such fields as renewable energies, transformation of the agricultural sector and related value chains, manufacturing, Crafts, infrastructure and transport, land protection and forest preservation, water management, etc.



### 3. The inclusive green economy in Burkina Faso

Burkina Faso does not as yet have an inclusive green economy policy, strategy or programme in the sense understood here. However, through the sustainable development approach adopted, the country's public policies are largely marked by inclusive green economy principles at both the macroeconomic and sectoral levels.

#### 3.1 Strategy for accelerated growth and sustainable development (SCADD) and the inclusive green economy

It will be recalled that SCADD is now the benchmark for economic governance in Burkina Faso (MEF, 2011). Its purpose is to bring about sustained economic growth with due regard for the principle of sustainable development.

It starts from the principle that the average GDP growth rate of 5.2 per cent registered at that time was insufficient to result in a significant reduction in poverty and that, if that rate were maintained and the rate of population growth was 3.1 per cent, it would take 35 years to double per capita income. In this context, one of the solutions was then to speed up the rate of growth and step up the creation of the necessary jobs for more effectively accommodating additional demands, improving income levels and living conditions of the population and, as a consequence, reducing unemployment and poverty.

To that end, the SCADD strategy is clearly predicated on the need to "bring into synergy the three dimensions of sustainable development, defined as follows: (i) economic effectiveness, with a view to growth and efficient economic

management; (ii) environmental sustainability, with a view to preserving, enhancing and valorizing the environment and natural resources; and (iii) social equity, with a view to fulfilling human needs and achieving goals of social equity and cohesion". It also states that "practically speaking, sustainable development means sustainable modes of consumption and production". This is a necessary option because it "guarantees continuing growth and a healthy environment in keeping with the aspirations of present-day and future generations".

In the light of all the foregoing, it is clear that the SCADD strategy is founded on inclusive green economy principles. While, however, the principles and goals of this strategy are in line with an inclusive green economy, the strategy is not very explicit about the two major sets of measures conducive to an inclusive green economy, namely: (i) eco-innovative measures with improved eco-effectiveness, and (ii) measures to ensure the sustainability of the shared environmental heritage as a basis for producing economic value.

Moreover, in view of the difficulty of coordinating the actions of ministerial departments and the fact that synergy is weak or even lacking, the strategy should not stop short at major principles. As was noted in respect of structural transformation, it is necessary, both at the sectoral level and in terms of overall governance, to ensure that legal, fiscal and economic measures and investments contributing to the four goals of an inclusive green economy are clearly defined. It accordingly seems important to translate the major normative policy choices set out in the strategy into more operational terms.

## 3.2 How does the inclusive green economy fit into sectoral policies?

It is almost impossible, in view of the number of existing policies, strategies, measures and the like, to form a clear picture of the place of the inclusive green economy. In order to take a more searching look, we have opted for an approach by field of major development challenge in Burkina Faso. In terms of the issues to which they relate, these fields are representative of the country's development concerns and an analysis of the policies, strategies and measures adopted in their regard will offer a clearer picture of how the inclusive green economy can fit into public policies.

### 3.2.1 The economic sphere

In the economic sphere, we shall be looking at seven sectors: agriculture, mining, manufacturing industries, transport, tourism, culture and trade.

#### 3.2.1.1 Agriculture

Despite the mining boom in the past three years, the agricultural sector is still the cornerstone of socioeconomic development in that it is a major source of employment of the Burkina Faso population (86 per cent of the total active population). Approximately 30 to 45 per cent of GDP derives from agriculture and related activities (agriculture, livestock, forestry and fishing).

The agricultural sector is consequently the main source of income for the bulk of the population. It provides a total of 44.7 per cent of household income, including 24.3 per cent for agriculture (in the sense of crop farming) and 20.4 per cent for livestock farming. To this should be added income from fishing/fish farming, Crafts and forestry. The country's economic growth therefore depends heavily on the fate of this activity which itself remains highly dependent on the variability of climate conditions. Nevertheless, this sector is expected to show an average increase in added value of 10.7 per cent (MEF, 2011).

To achieve this result and having regard to the importance of this sector's contribution to the country's socioeconomic development, the Government has devised and implemented a range of policies and strategies to promote the sector and make it more competitive with a view to improving the living conditions of the population. What are these policies, strategies and measures? On what operational mechanisms are they based? How do they take account of inclusive green economy principles?

#### Political and legal framework of agricultural policy

In terms of changes introduced in Burkina Faso, the agricultural sector has been in the vanguard of reform on account of its place in the national economy.

In the 1990s, the Government launched the agricultural sector adjustment programme (PASA), which led to the liberalization of trade in agricultural products, the privatization of agro-industrial enterprises, the reorganization and facilitation of business development services (SDA), the privatization of all public companies engaged in the production, processing or marketing of agricultural products and the elimination of subsidies for agricultural inputs.

Following the process of economic liberalization under the PASA programme and the adoption of conventions emanating from the Rio summit (1992), the ministerial departments responsible for rural development prepared a number of policy documents and sectoral strategies between 1995 and 2003, of which the main ones were as follows:

- Strategic guidelines for sustainable development of the agricultural and livestock sectors;
- Operational strategy plan (PSO) for the sustainable growth of the agricultural sector;
- Action plan and investment programme for the livestock sector (PAPISE);
- National forest policy (PFN);

- National food security strategy;
- National water policy (PNE);
- National strategy and action plan on biological diversity;
- National programme of action to adapt to climate change;
- National programme of action to combat desertification.

In addition, in December 2002, the Government adopted a decentralized rural development policy letter (LPDRD) aimed at proposing a unifying framework and coordinating the methods and approaches of the various development projects and programmes for local rural communities.

The strategic framework for poverty reduction (CSLP), produced in 2000 and revised in 2003, notes that the Government's goal is to stimulate the agricultural sector's contribution to growth by creating an economic climate more favourable to private investment (particularly in the fields of production, marketing and industrial processing) and to the development of small and medium-sized enterprises in rural areas and pockets of poverty, and also a biophysical environment favourable to rapid growth.

In order to translate CSLP goals into concrete activities, in 2003 the Government adopted a rural development strategy (SDR) aimed at the sustainable growth of the agricultural sector as a prime means of ensuring greater food security and promoting genuine rural development.

In the same spirit, the strategy for accelerated growth and sustainable development (SCADD 2011-2015) was adopted in December 2010, replacing the CSLP framework. Its purpose is to enable the Millennium Development Goals to be achieved and to reduce poverty to less than 35 per cent in 2015. The SCADD strategy looks to a high level of contribution from the rural sector to the national economy with the quantitative goal of an average growth rate of 10.7 per cent over five years (2011-2015). To this end, the national rural sector programme (PNSR) was developed

in line with the SCADD strategy and the regional agricultural strategy of the Economic Community of West African States.

### **Institutional framework for agricultural policy implementation**

The institutional framework for policy implementation is built around the Ministry of Agriculture and Food Security. As currently designed, the operational mechanism of agricultural policy is based essentially on a programmatic approach implemented by the State and its partners and on the concept of growth hubs.

A close look at Burkina Faso's agricultural policies reveals that, overall, a good number of inclusive green economy principles are taken into account, as is shown in the following table.

### **Overview of the implementation status of agricultural policies**

Despite the many policies and strategies that exist in Burkina Faso, the expected transformation of the agricultural sector and its products has still not happened, as is shown by multiple analyses and evaluations in the field. Even today, the problem of food insecurity is still acute.

Nearly half the Burkina Faso population lives below the poverty line and approximately half of low-income households are affected by food insecurity, which is on the rise in urban areas. The nutritional status of children under the age of 5 still gives concern and this situation is due among other factors to low agricultural production.<sup>15</sup> Serious questions are thus raised about the real effectiveness of the mechanisms developed and implemented in this sector for the emergence of a more productive agriculture capable of feeding the Burkina Faso population and supporting the country's development.

<sup>15</sup> World Food Programme, 2012. In-depth evaluation report on the food security of households in a situation of emergency in 170 communes at risk of food insecurity in Burkina Faso (in French)

**Table 4: Place of the inclusive green economy in Burkina Faso's agricultural policy**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific “inclusive green economy” measures		<p>Many challenges: challenges of managing private businesses and modernizing family farming. Other challenges: vulnerability, low productivity, low added value, small processing, lack of market access, low financing, conflicts around land tenure issues.</p> <ul style="list-style-type: none"><li>- Popularize good practices in the management of natural resources (land, water, forests).</li><li>- Establish more operational policy monitoring and evaluation mechanisms</li><li>- Promote innovative financing mechanisms for the sector</li><li>- Assist in the reorganization of the sector</li><li>- Accelerate and assist in transferring authority to communes</li><li>- More closely studying land tenure issues</li></ul>
Existence of an array of measures (CSLP*, SCADD*, SDR*, PNSR*, PASA*) comprising numerous inclusive green economy principles	<p>Clearer sectoral engagement and positioning for sustainable natural resource management:</p> <ul style="list-style-type: none"><li>- sustainable land management</li><li>- sustainable water management</li><li>- security of land tenure</li><li>- improved productivity</li><li>- environmental governance and governance of sustainable development</li><li>- specific focus on improved sharing of the fruits of agricultural growth</li></ul> <p>Institutional reorganization of ministries responsible for agriculture and livestock farming</p>	
Operational tools: existence and level of implementation		
<p>Priority to agricultural entrepreneurship and family farming</p> <p>Absence of adequate mechanisms for agricultural financing</p>	<p>Operational programmes:</p> <ul style="list-style-type: none"><li>- PNDL*/PAPISE*,</li><li>- PISA*</li><li>- National Farmers’ Day</li><li>- Chambers of Agriculture</li><li>- More structured organization of farmers’ organizations</li></ul>	
Social consensus: level of empowerment and engagement of stakeholders - subsidiarity level		
<p>Difficulties in applying legislation, particularly land reform legislation</p> <p>Weight of traditions on new policies</p>	<p>New (participatory) process of policy formulation through the PD-DAA*process</p>	

**Source:** Author, on the basis of policy papers.

**Note:** (\*) Strategic framework for poverty reduction (CSLP); Strategy for accelerated growth and sustainable development (SCADD); National programme for the rural sector (PNSR) ; Rural development strategy (SDR); Adjustment programme in the agricultural sector (PASA); National local development programme (PNDL); Action plan and investment programme for the livestock sector (PAPISE); Investment programme in the agricultural sector (PISA); Ten-year action programme for the natural and living environment (PDA/ECV) ; Detailed programme for the development of African agriculture (PDDAA).

### 3.2.1.2 Mining

While there are many mineral deposits in the country (zinc, manganese, copper, bauxite, silver, nickel, aluminium, dolomite, marble, peat, lead), gold is one of the main riches of its subsoil. Gold mining accounts for nearly 43 per cent of the country's exports in value and brought some 180 billion CFA francs to the economy, making gold the main source of foreign currencies in 2009. In 2012, the sector brought some 189 billion CFA francs to the public treasury. It is then an important source of income. In the past few years, this sector has seen a rather substantial increase in private investments, which rose to approximately US\$700 million between 2006 and 2009. By and large, gold is mined in two ways in Burkina Faso.

**Industrial mining**, reported to be a direct source of 9,000 jobs and an indirect source of 27,000 jobs, providing a livelihood for nearly 300,000 persons (according to GPMB<sup>16</sup>). These numbers increased tenfold between 2005 and 2010. It should be borne in mind, however, that this is a source of foreign currencies and jobs that is limited in time and highly dependent on international currency fluctuations. Consequently, without any other measure, this source cannot reduce either poverty or the economy's vulnerability to external shocks. This is especially true given that industrial gold production is almost exclusively in the hands of foreign companies (*Cluff Gold*, *High River Gold*, *Wega Mining*, IAMGOLD, ETRUSCAN Resources and SEMAFO SA), which do however comply with international mining standards, including in environmental terms.

In view of the scarcity of land, mining creates tension among the population, generally with regard to housing and specifically with farming communities requiring productive land, particularly where there are land tenure issues. The water requirements of industrial units are distinctly higher than for gold washing.

**Artisanal mining** which, while fraught with risks, is highly developed in some regions of the country (Boucle de Mouhoun, South-West, Cascades, Centre-East, Sahel, etc.). This activity is reported to give jobs to 700,000 persons and to benefit indirectly 500,000 persons living in areas bordering the gold-washing sites.

In terms of the environment, health and human rights, artisanal mines, with or without much control, represent a significant risk, particularly in terms of pollutant discharge and water use. The volumes of water required to wash ore are limited but may have to compete with other local uses and be a cause of tension around existing waterholes, especially in the dry season, as already noted. Artisanal mining then leads to the "marketing" of water by water peddlers in a context where effluent management is a big problem.

Mining is often a cause of significant environmental damage. In 2008, for instance, the cost of environmental damage and gold mining inefficiencies was estimated at around 12.6 per cent of the sector's added value (10.8 billion CFA francs yearly) or 0.28 per cent of GDP (SP/CONNED). For a country of limited resources like Burkina Faso, this is a huge amount. So what is the Government doing about it? What measures are being taken to manage the mining boom and its consequences more effectively in the current context? Are these measures aligned with inclusive green economy principles? Which ones and at what level?

### Political and legal framework of mining sector management

In order to set the mining sector and mining activities on a firm basis, Burkina Faso has taken a number of regulatory measures at various levels. Over the period 1960-1965, the mining sector was administered under decree no. 54-1110 of 13 November 1954 on the reform of the mineral substances regime in the overseas territories. This period, up to 1975, was marked by strong State involvement in economic activities, particularly mining.

<sup>16</sup> Professional Miners' Group of Burkina Faso

Following its adoption in 1991 of the structural adjustment programme (PAS), Burkina Faso embarked upon a structural reform policy based on the promotion of private initiative as an engine of the country's economic development. The Mining Investments Code Act 14/93/ADP was adopted in May 1993 and was designed to promote investments in the mining sector in Burkina Faso. When a new code was adopted in 1997, the State, from being the main stakeholder, controlling the sector through State-owned corporations, became a mere regulator, entrusting the bulk of the work to the private sector. This situation resulted in a substantial reduction in the tax revenue generated by mining, which fell by approximately 61.5 per cent in four years, from 520 million CFA francs in 1998 to less than 200 million CFA francs in 2002. At the same time, investors began turning away in large numbers.

In order to give a fresh boost to mining, the Government reviewed the 1997 code and went on to adopt the Burkina Faso Mining Code Act No. 031-2003/AN of 8 May 2003. The new law sought to attract investors by offering them multiple tax and customs advantages, in both the exploration and production phases. It also encourages the small-scale mining of a large number of small deposits identified through the country.

Mining is currently practised within the framework of this mining code and its various implementing decrees and the Government's strategy is based on the promotion of poles of growth in mining areas by: (i) developing mining-related activities; (ii) developing processing; (iii) ploughing back mining revenue into the diversification of production and the development of social sectors to serve the country and, more specifically, production areas.

### **Institutional framework of mining policy implementation**

The institutional framework for implementing the mining code is organized around the Ministry of Mines, which coordinates and monitors all the activities of the many stakeholders.

The operational mechanisms of mining policy are based on a number of elements: a national mines commission, which brings other stakeholders into the policy-making process, a fund for environmental rehabilitation, a programme to support the development of the mining sector and the "polluter pays" and "user pays" principles applied to water resources, which all fit in with inclusive green economy principles. Unfortunately, these principles have practically no application to land areas, which are usually degraded and unusable at the end of mining. A fund for environmental rehabilitation after mining has been set up by the State, but it is not truly functional. This fund should now be logically replaced by the environmental action fund (FIE) set up in September 2013.

### **Overview of the implementation status of mining policy**

In the final analysis, it will be seen that the effective application of user-pays principles has yielded interesting results. It should be noted that the mining code stipulates that land that has been exploited for the purposes of mining must be returned in its original state. Accordingly, after mining, a mining company like IAMGOLD in Essakane, required to plant 100,000 trees, planted 216,000, with 169,000 living trees.

Currently, the main problem in the mining sector lies in the application of regulations. In most cases, environmental regulations cannot be easily applied. A comprehensive study on the establishment of financial mechanisms and tools, and particularly on balanced tax schemes relating to the production, processing and sale of mining products, should be carried out, if it has not been already.

#### **3.2.1.3 The manufacturing industry**

In 1991, Burkina Faso undertook a vast programme of economic reforms supported by the Bretton Woods institutions (International Monetary Fund and the World Bank). It carried out three successive three-year programmes based on agreements under the IMF enhanced struc-

**Table 5: Place of the inclusive green economy in mining policy in Burkina Faso**

Current situation	Actions conducive to an inclusive green economy (EVI)	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific “inclusive green economy” measures		Poor application of regulations, weak monitoring and evaluation system
The mining sector operates within the framework of the Mining Code of October 2003 and its various implementing decrees	Considerable sectoral engagement geared to environmental protection.	- Work to apply existing regulations
Decree No. 2007-853/PRES/PM/MCE/MECV/MATD of 26 December 2007 and Decree no. 2001-342/PRES/PM/MEE of 17 July 2001 deal with the issue of environmental protection	A national mines commission allows stakeholders to be brought into the policy-making process	- Assist the State in studying innovative strategies and tools to be deployed with a view to ensuring an inclusive green economy policy in the sector
Operational tools: existence and level of implementation		
Tools for the protection of the environment	- Fund for environmental protection	- (Underfunding of the GIRE*)
Fund for environmental rehabilitation	- Application of the CFE*	
Local development fund	- Project to support mining sector development (PADSEM)	- Support Consultations on the establishment of the CFE in the mining sector
	- Polluter-pays or user-pays principle	
	- Chambers of Mines	
Consensus: level of empowerment and engagement of stakeholders - subsidiarity level		
User-pays and polluter-pays principle applied in part, for water	Application of the GIRE framework for water-related issues	
No subsidiarity/local management		

**Source:** Author on the basis of policy papers.

**Note:** (\*) Integrated water resource management (GIRE); Financial contribution for water (CFE).

tural adjustment facility and World Bank structural and sectoral adjustment loans, with the aim of laying the foundations for a liberal economy operating in accordance with market principles and where the private sector would be the main engine of growth.

To achieve these aims, a number of important measures and reforms were adopted and implemented, of which the main ones were the following:

- Reform of State corporations and parastatals through the adoption of nine legally binding texts authorizing the partial or total withdrawal of the State from 45 State corporations of varying size and spheres of activities. Of the 45 companies to be privatized, 26 were effectively transferred partly or wholly to the private sector, 13 were liquidated and the others changed in a variety of ways;
- Reform of institutions offering support to the private sector, namely, the National Office of External Trade (ONAC), the Burkina



Faso Shippers' Council (CBC) and the Chamber of Commerce, Industry and Crafts of Burkina Faso (CCIA-BF). The private sector is now strongly represented in the governing boards of the first two bodies;

- Reform of the mining sector through the elimination of the monopoly over mining products prospection and marketing;
- Promotion of the private sector through liberalization of the economy, opening up of new areas of activity (telecommunications, energy, air transport, mining sector), improvement of the regulatory, legal and tax framework for business (simplification of administrative formalities and alignment with OHADA<sup>17</sup>), adoption of an industrial development strategy and adoption of a crafts development strategy;
- As regards corporate taxes, measures have been introduced to lighten the tax burden of the formal sector.

These reforms have led overall to better results at the macroeconomic level, particularly after the devaluation of the CFA franc in January 1994. Nevertheless, the Burkina Faso economy shows a large number of weaknesses which impair its overall competitive capacity and are obstacles to faster growth and rapid poverty reduction. The main weaknesses are:

- Weakness of the operational capacities of companies which, through lack of professionalism, do not manage to produce quality goods and services to improve the extent to which they participate in external trade;
- The small extent of private participation in the formal sector, with two thirds of the modern sector composed of informal sector activities;
- The high cost of factors of production and low "price competition", which limit the operational capacities of the private sector both internally and externally;

- The low overall productivity of the factors of production.

In view of all these shortcomings, promotion of the private sector necessarily entails the adoption of a comprehensive and coherent strategy.

### **Political and legal framework of industrial policy**

The Government of Burkina Faso, in its efforts to achieve harmonious socioeconomic development, has mapped out a horizon-2025 national vision, aimed at making Burkina Faso "a nation embodying solidarity, progress and justice and increasingly respected on the international scene". In order to translate this vision into reality several development benchmarks have been set. These include the national land-use planning strategy (SNAT) and the strategy for accelerated growth and sustainable development (SCADD).

To achieve the goals pursued, the Government has undertaken to craft a sectoral policy for each department concerned. This is the background of the sectoral policy for industry, trade and crafts (POSICA). The overall aim pursued through this sectoral policy is to "endow Burkina Faso with a dynamic and competitive private sector that will create jobs and wealth for an emergent economy between now and 2020". This is in line with the first strategic thrust of SCADD, namely, the "development of pillars of accelerated growth".

### **Institutional framework for the implementation of industrial policy**

The institutional framework for the implementation of industrial policy is built around the Ministry of Industry, Trade and Crafts, which is tasked with leading the country towards the vision set out in the corresponding sectoral policy and the strategy for accelerated growth and sustainable development.

<sup>17</sup> Organization for the Harmonization of Business Law in Africa



**Table 6: Place of the inclusive green economy in Burkina Faso's industrial policy**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific “inclusive green economy” measures		<p>Many challenges: low competitiveness, low added value, high mortality of industries, problem of funding. Sector weakened by high costs of factors of production (energy), the lack or poor quality of transport infrastructure, the low quality of human resources.</p> <p>- Put in place infrastructure to support the sector’s development</p> <p>- Reduce the high cost of factors of production which make it hard for the sector to be competitive</p> <p>- Promote clean production mechanisms</p> <p>- Accelerate and support transfers of authority to communes</p> <p>- Undertake a closer study of industrial development in relation to energy, water and other such policies</p>
Inadequate framework for an inclusive green economy.	Position in relation to inclusive green economy principles to be clarified	
In fact, POSICA* does not address issues linked to inclusive green economy principles.		
No attention seems to be given to the issue of industrial pollution		
Operational tools: existence and level of implementation		
Priority to the private sector and improvement of the business environment	<p>Programmatic approach: five programmes defined (industry, trade, Crafts, private sector, steering and support for MICA services</p> <p>MICA plan 2012,</p> <p>ONAC, CCI-BF, ME</p> <p>Steering committee, technical Secretariat, thematic groups</p>	
Consensus: level of empowerment and engagement of stakeholders - subsidiarity level		
Steering committee opened to the private sector		

**Source:** Author, on the basis of policy papers.

**Note:** (\*) Sectoral policy for industry, trade and crafts (POSICA).

### Overview of the manufacturing industry

Analysis of data from the manufacturing sector shows that the sector is currently playing a decreasing role in improving the country's economic indicators and hence in its economic development. For example, in the past decade (1990-2000), the added value of manufacturing represented on average 14 per cent of GDP, and manufacturing exports represented approximately 17 per cent of exported goods. In the past decade, these averages declined significantly, by some 10 per cent or between 4 and 8 percentage points. In the ECOWAS zone, where it is weakest, the share of the Burkina Faso manu-

facturing sector in exports fell from 0.5 per cent in 2000 to 0.075 per cent in 2011 (UNCTAD, 2015).

In a word, in the current context the manufacturing sector is losing ground in terms of the international and subregional market. As in the case of the agricultural sector, this suggests that other means (strategies, policies) need to be sought for industrial development in Burkina Faso. In view of its underlying principles and also the country's agro-ecological characteristics, the inclusive green economy and structural transformation could constitute one such means.

### 3.2.1.4 Transport

Taking into account the particular context of the country, Burkina Faso has always sought to diversify its transport corridors, not only to ensure optimal external trade but also to protect itself from political uncertainties in transit countries. According to data from the Ministry of Transport, the country has five main transport corridors (four on land and one railway) which link it with the seaports of the bordering coastal countries of Côte d'Ivoire, Togo, Ghana and Benin. These corridors are used both by Burkina Faso and by the other landlocked countries of Mali and Niger, making Burkina Faso a pre-eminent transit country in the subregion.

The transport sector thus plays an essential role in both the national and regional economy in so far as it supports the development of four spheres of trade, namely:

- Domestic trade;
- Overseas trade;
- Trade with neighbouring countries;
- Transit trade and neighbourhood regional trade between bordering countries.

This role is made even more important by the fact that, in the context of globalization, Burkina Faso's economy will become more competitive only if the costs of the various links in national and international transport chains are reduced while maintaining the services rendered at acceptable levels in terms of time efficiency, quality costs and safety.

#### Political and legal framework of transport sector management

In order to build on the transport sector adjustment programme (PASEC-T 1993-2000), the Government of Burkina Faso drew up and adopted <sup>18</sup> a strategy paper setting out the second sectoral transport programme (PST-2) for 2000-2007. This programme very clearly ties in with poverty reduction efforts.

<sup>18</sup> By decree no. 2000-235/PRES/PM/MIHU/MTT of 2 June 2000.

### Institutional framework for transport policy implementation

Implementation of transport policy is entrusted to the Ministry of Transport and Access Facilitation in Burkina Faso. As in the case of most sectoral policies, implementation is based on a project and programme approach and comprises several inclusive green economy principles, as is shown in the following table.

#### Overview of the transport sector

The various policies and programmes implemented by the Burkina Faso Government have brought about notable qualitative changes in the transport sector. As a result of the exemptions granted to imported new vehicles, there has been a distinct upgrading of the car fleet.

As is shown, however, by many analyses today, most vehicles are old and a source of considerable atmospheric pollution, especially in the big cities, thus giving rise to many air pollution-related diseases. Then again, transport costs remain among the highest and this significantly impedes the development of the industrial, trade and tourism sector.

### 3.2.1.5 Tourism and culture

According to the statistics service of the directorate of tourist, hotel and catering facilities (DITH-AC), the financial spin-off from tourism in Burkina Faso is increasing yearly. In 2002, tourism revenue was more than 26 million CFA francs. In 2003, it rose to 27 billion CFA francs and in 2004 to 30 billion CFA francs.

Moreover, Burkina Faso has an abundant wildlife with 22 franchise holders for 500 jobs and a financial spin-off to the State budget of 1 billion CFA francs yearly. It therefore presents a huge and varied potential for tourism, which can draw people for two sets of reasons:

- A rich culture comprising some 60 ethnic groups whose legendary hospitality is well-known;
- Natural sites (woodlands, sand dunes, wildlife reserves...)

**Table 7: Place of the inclusive green economy in Burkina Faso's transport policy**

Current situation	Actions conducive to an inclusive green economy)	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific “inclusive green economy” measures		Underfunding of the sector in terms of needs (infrastructure requires substantial funding) inter-ministerial coordination, human resources
The transport sector operates within the framework of the sectoral transport programme (PST) which replaced PST-after PASEC-T*and its implementing decrees - Decree No.203-138/PRES/PM/MITH/MAHRS/MATD/MFB/MCPEA of 14 March 2013 on adoption of the national transport strategy	Need for prior studies of socioeconomic and environmental impact of road infrastructure construction	
The PST addresses matters relating to the negative impacts of building and redevelopment schemes on health and the environment		
It does not tackle the question of air pollution and energy		
Operational tools: existence and level of implementation		
Satisfactory implementation level for impact studies	Socioeconomic and environmental impact evaluation	
Considerable delays in 90% of cases in the implementation of 95% of projects	Investment project and programme-based approaches	
	Permanent Secretariat of the PST	
Consensus: level of empowerment and engagement of stakeholders - subsidiarity level		
Involvement of all beneficiaries in infrastructure building and management in rural areas, infrastructure involvement of local populations	Contributions in cash or kind from beneficiaries of infrastructure in rural areas	

**Source:** Author, on the basis of policy papers.

**Note:** (\*) Sectoral transport programme (PST); Transport sector adjustment programme (PASEC-T).

At the national level, the merits of the choice of tourism in the economic development scenario lie in the potential and advantages referred to. It should be stressed that this potential consists primarily in the many tourist sites distributed throughout the national territory, particularly in rural areas, where there is the highest incidence of poverty. The inventory of tourist sites and attractions conducted by the Ministry of Tourism in 2004 revealed more than 300 cultural and natural sites suitable for tourism.

Furthermore, Burkina Faso hosts a number of internationally important events such as the Panaf-rican Film and Television Festival of Ouagadougou

(FESPACO), the International Handicrafts Fair of Ouagadougou (SIAO), the National Culture Week (SNC), the International Fair of the Tourist and Hotel Trade of Ouagadougou (SITHO). All these events regularly attract thousands of tourists.

To promote the development of the sector, the Government in 1989 set up a public body, the Burkina Faso National Office of Tourism (ONTB). In addition, it has taken a number of steps to further develop and steer tourism, including a specific course of study at the National Civil Service and Judiciary Training School (ENAM).

### **Political and legal framework for the management of the tourism and culture sector**

The tourism sector is governed by a set of regulations that give prominence to inclusive green economy principles. These regulations include the following:

- Act No. 58-2003/AN on tourist establishments and the promotion of tourism in Burkina Faso;
- Decree No. 2004-348/PRES/QM/MCAT regulating the classification and operation of tourist restaurants;
- Decree No. 2004-349/PRES/PM/MCAT regulating the construction, conversion, improvement, classification and operation of tourist accommodation facilities;
- Decree No. 2004-350/PRES/PM/MCAT/MFB/MCPEA/MATD on conditions for the deliverance, validity and withdrawal of travel and tourism agency licenses;
- Act No. 017-2005/AN on tourism policy in Burkina Faso.

### **Institutional framework for the implementation of tourism policy**

Implementation of tourism development policy falls mainly under the responsibility of the State, local authorities, the private sector and the voluntary sector. The State defines and implements national tourism policy. It regulates the activities of the tourist and hotel trade and supports initiatives for the development of tourist and hotel facilities. As for the local authorities, they define and implement a local tourism and hotel management policy and support technical teams tasked with monitoring tourist and hotel trade regulations. They take any measure for the valorization of local tourist resources and the rehabilitation, maintenance and protection of tourist monuments and sites. Lastly, the private sector invests in the development and operation of tourism facilities and circuits. It undertakes any commercial activity designed to enhance tourist visits. The State and local authorities are required to ensure the contribution

of NGOs and the voluntary sector to the valorization of tourism sites and implementation of national tourism policy.

### **Overview of the tourism sector**

In terms of its potential, the tourism and culture sector is not very developed. Notwithstanding the progress made in the past few years, there still remain untapped possibilities for increasing the sector's added value. The policies and strategies deployed so far have not served to remedy the lack of suitable infrastructure, the under-funding of the sector and the problem of the low qualifications of the main actors.

Further thought continues to be given to the subject in the country and, in view of the results achieved by existing approaches, it might be advisable to explore the possibilities offered by an inclusive green economy.

#### **3.2.1.6 Trade**

Although Burkina Faso is one of the West African countries that shows the best macroeconomic results, it is also one that has been among the least successful in integrating its economy into world trade. Its macroeconomic management policy has always been rigorous and it has kept its inflation down, as was noted earlier. However, its exports/GDP ratio and its foreign direct investment (FDI) flows have remained far below the average of the countries of sub-Saharan Africa for a variety of reasons that cannot be easily pinpointed.

It is indeed difficult in the current context to form anything like a clear picture of how the Burkina Faso market operates. The directorate of domestic trade (DGCI) has no statistics service and is therefore unable to provide reliable data on trade. However, from what we do know the following facts can be established:

- Overall demand is relatively low;
- Local production consists mainly of primary products and is essentially for home consumption;

**Table 8: Place of the inclusive green economy in tourism and culture policy in Burkina Faso**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific “inclusive green economy” measures		Difficulties the application of regulations, inadequate monitoring and evaluation of measures, difficulties in coordinating activities, underfunding of the sector  - Mechanism for redistribution of low incomes (communities do not benefit from the spin-off from activities linked to the use of their environment, especially for hunting)
The tourism sector is governed by the Tourism Policy Act and its various implementing decrees.  It does not explicitly address the green economy concept but its underlying principles are present.	Clear definition of the concept of ecotourism  Clear commitment to the rational management of natural resources (Article 7)	
Operational tools: existence and level of implementation		- Underfunding of the sector, low qualification of actors combined with small financial capacity  - Lack of appropriate infrastructure  - A policy for revenue, lack of business spirit at national, decentralized and local level
Tourism development fund (Act No. 058-2003/AN of 22 October 2003 on tourist facilities and the promotion of tourism in Burkina Faso)	“User-pays” principle  National Tourism Observatory, a barometer of tourism in Burkina Faso, ONTB*	
Societal consensus: level of empowerment and engagement of stakeholders - subsidiarity level		
“User-pays” principle applied in part	Involvement of all stakeholders in the political process, investment and asset management  Village committee, a forum for coordination and dialogue	

**Source:** Author, on the basis of policy papers.

**Note:** (\*) National Tourism Office of Burkina Faso (ONTB).

- Processing capacity is very small, which limits enormously the possibilities for creating significant added value;
- On the international market, Burkina Faso trade is not very competitive for a variety of reasons;
- Due in particular to the relative size of the demand for imported goods, the trade balance shows a chronic deficit;
- Unfair competition and fraud are practised on such a scale as to erode the trade sector.

To overcome these constraints and take full advantage of trade in local products, the country is pursuing a number of policies and strategies of which the latest to date is the sectoral policy for industry, trade and crafts (POSICA).

### Political framework for trade promotion and management

The political framework for promoting trade is currently based on the POSICA sectoral policy, which gives some prominence to inclusive green economy principles. Among the conditions it sets out for effectiveness, POSICA condition 4 stresses the need for “doubly green agriculture and livestock farming”. Furthermore, in programme 2 (page 46), trade promotion is regarded as a means of pursuing sustainable growth and development.

### Institutional framework for implementing trade policy

The Ministry of Industry, Trade and Crafts (MICA) is mainly responsible for the implementation of trade development policy. Its functions include

partial responsibility for private sector components and full responsibility for the trade component. Its mandate is defined by decree No. 2011-479/PRES/PM/MICA of 26 June 2011 on the organization of the Ministry of Industry, Trade and Crafts. Under this decree, it is tasked with implementing and monitoring government policy in the field of industry, trade and Crafts, in collaboration with the private sector.

### Overview of the implementation status of trade policy

After four years of implementation, it seems rather early to undertake a proper review of the sectoral policy for industry, trade and crafts. Some progress may be noted, however, particularly in the procedures for starting businesses. The number of such procedures in Burkina Faso is three, as compared with 7.8 in sub-Saharan Africa and 4.8 in OECD countries. A large number of people in Burkina Faso have thus been able to start businesses rapidly. Despite the momentum created, Burkina Faso continues to have a marginal place in international trade, with exports based mainly on the sale of raw materials. Its trade balance still shows a structural deficit.

In view of the possibilities for processing raw materials and existing goods, this situation can only be explained by shortcomings in the industrial sector, which should be the main channel for agri-food processing and the creation of added value. This therefore suggests, as in other cases, that the strategies and policies currently being carried out should be reviewed.

### 3.2.2 The social sphere

Since the widespread introduction of social adjustment programmes and poverty reduction goals, special attention has been given to the social sector. At the policy level, it is often assigned a budget corresponding to what must necessarily be earmarked for education, health and related sectors.

In education, Burkina Faso has made considerable progress in putting in place quality basic education for all. Educational supply has increased with the construction and opening of 653 schools and the recruitment of an average of 3,000 teachers a year. Educational coverage has improved, particularly in rural areas and for girls. At primary level,

**Table 9: Place of the inclusive green economy in Burkina Faso's trade policy**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific "inclusive green economy" measures		Difficulties in applying regulations, inadequate monitoring and evaluation of measures
Existing framework: POSICA* which includes inclusive green economy principles	Clear choices for doubly green agriculture and livestock farming	- Increased competitiveness of local products on international market
The question of a green economy is explicitly addressed in relation to livestock farming and agriculture		- Development of processing capacity
Operational tools: existence and level of implementation		- Efforts to combat fraud and unfair competition
Consensus: Level of empowerment and engagement of stakeholders - subsidiarity level		
Annual meeting between Government and private sector in Bobo Dioulasso	Involvement of the private sector in the main decision-making processes	

**Source:** Author, on the basis of policy papers.

**Note:** (\*) Sectoral policy for industry, trade and Crafts (POSICA); inclusive green economy.

the gross admission rate rose from 40.33 per cent in 2001 to 78 per cent in 2008 and the gross enrolment rate from 43.43 per cent to 72.4 per cent over the same period. The completion rate has risen since 2002 and stood at 41.7 per cent in 2008.

Over the period 2007-2011, the average share of the education budget in the national budget was 17.7 per cent, of which 11.2 per cent for the basic education subsector and 6.7 per cent for the secondary and higher education subsector. Despite sustained efforts by the Government and technical and financial partners in providing educational services and financially supporting the sector, the Burkina Faso school system has for several years suffered from three shortcomings that greatly affect the country's development aims. These are the low enrolment rate, poor internal and external performance and inadequate capacity for managing, administering and planning the education system.

In the health field, indicators are rather low. The morbidity rate (15.8 per cent) and the general mortality rate (15.2 per cent) remain high. These high rates are due to bacterial and parasite infections, but also to HIV infection.

As regards food security, access to healthy food in sufficient quantity for the population is still an acute problem in Burkina Faso (Bhutta ZA, Ahmad T, Black RE, et al, 2008). Because of its climate and the nature of its soil, Burkina Faso is a dry and poorly irrigated country. Almost half of the population (46.7 per cent) lives below the poverty line.

Surveys on household living conditions frequently conducted in the country show that a large proportion of the population, particularly in rural areas, is poor and suffers from chronic food insecurity. According to the poverty profile, 46.7 per cent of the population, or some 7.5 million inhabitants, lives below the acceptable minimum threshold (INSD, 2012) and hence constitutes the group most vulnerable to food and nutritional insecurity, even in the case of a good agricultural campaign. In addition, the recurrence of climate hazards

(flooding and/or drought) combined with volatile food prices exacerbates the vulnerability of these poor households.

Overall, the most recent national food security survey (INSD, 2009) revealed that food insecurity affects more than one household in three (35.4 per cent of households). It is more prevalent in rural areas (37 per cent) than in urban areas (31 per cent).

### **Political and legal framework of the social sector**

In the sphere of education, several policies and programmes have been developed.

**The post-primary education development plan** comprises several programmes, including the programme for increasing admission capacity, the programme for raising educational quality and programmes for improving administrative and managerial capacity. However, there is no programme or subprogramme that takes environmental issues into account.

**The national education and technical and vocational training policy of 23 July 2008** takes into account the strategic framework for poverty reduction, the reform of the education system, the national private sector development policy, the five-year government programme, the rural development strategy, the crafts promotion strategy, the national employment policy and the ongoing decentralization policy.

**A first Education Policy Act passed by Parliament on 6 May 1996** stipulates that basic education is a national priority. It also lays down that education is compulsory from the ages of 6 to 16 and everyone has the right to education without discrimination based on sex, social origin, race or religion.

**The 2007 Education Policy Act** provides in addition that basic education is free and extends from primary education to lower secondary education. This Act is itself based on the education



policy letter of 2 May 2001 (2001-179/PRES/PM/MEBA) in which the Government set out its strategy for developing the education sector, which consists in “promoting an education accessible to the greatest number, relevant to the needs of society and the individuals that make it up and that promotes progress while preserving the national cultural heritage”.

**The education policy letter issued on to May 2001 (2001-179/PRES/PM/MEBA)** looks back on the various conclusions of the many studies on the education situation in Burkina Faso and of the national conference on education. It defines the Government’s strategy for education sector development.

**The education policy in respect of basic education is put into effect through the ten-year plan for the development of basic education (PDDEB)** approved by the Council of Ministers on 23 June 1999 and adopted by Decree No. 99-254/PRES/PM/MEBA of 20 July 1999. Effective implementation of the ten-year plan began in late 2002. It serves as a frame of reference for education system intervention in Burkina Faso. It was designed to increase the supply of basic education, raise the quality of education and develop the education sector’s leadership capacity. The aim is to bolster the human capacity needed for the economic development of Burkina Faso while eliminating existing disparities at all levels of education.

**The sectoral education and training programme (PSEF 2012-2021)** aims to ensure the right of citizens to quality education/training through an inclusive, better adapted, coherent and functional education system. Each level of education is directed towards this overall goal. In the case of formal basic education, the sectoral programme aims to increase access to quality basic education for the bulk of the population by seeking cost-effective and financially sustainable solutions capable of solving the problems that have been hindering the development of the subsector up to now and that are the prime reason for its ineffectiveness.

In the field of health, the system has been developed since the 1960s through several reforms designed to enhance its effectiveness. Following the Alma Ata conference, Burkina Faso adopted in March 1979 a primary health-care strategy (SSP) with a view to achieving the goal of “health for all by the year 2000”. This was the starting point of the first health policy. According to the WHO definition, health is a state of physical, mental and social well-being. It is then not the mere absence of disease or sickness. Burkina Faso adopted a national health-care programme (PSN) to be implemented in two stages. Prior to March 1983, health services were integrated into the economic, cultural, social and educational development effort. Later, attention was given more particularly to strengthening frontline health services in the form of primary health-care units (PSP). To be more precise, the period 1980 to 1990 was marked essentially by the implementation of national health-care programming, in particular through increased decentralization of health services.

Since the national conference on health, five core programmes, namely, the programme to combat endemoepidemics, the programme to combat STD/HIV/AIDS, family health programmes and nutrition and food programmes have been designed for the implementation and coordination of the various strategies.

**The national health policy adopted in 2000 and implemented through the national health-care development plan (PNDS 2001-2010)** has yielded significant results in terms of improved coverage, quality and use of services. Following the implementation of the national health development plan for 2001-2010, the Ministry of Health, adopting a participatory approach, reviewed the national health policy and drew up a national health-care development plan for the period 2011-2020. This plan has the two-fold aim of meeting the outstanding challenges of the plan for 2001-2010 and achieving the Millennium Development Goals. The national health-care development plan 2011-2020 ties in with the



strategy for accelerated growth and sustainable development and is a valuable contribution to human resource development.

Where food security is concerned, Burkina Faso has tailored its approach, initiatives and actions to those of the international, African and subregional community with which it shares a number of values. A number of policies and strategies are being implemented accordingly.

**The decentralized rural development policy letter (LPDRD)**<sup>19</sup> sets out national guidelines for rural development and the resulting strategies; serves as a frame of reference for the design, implementation, coordination, monitoring and evaluation of decentralized rural development projects and programmes; and offers help in harmonizing and coordinating related initiatives, including monitoring and evaluation.

**The rural development strategy (SDR) up to the year 2015** is the means whereby the Government has sought to coordinate sectoral policies and strategies with the strategic framework for poverty reduction and to adapt those policies and strategies to the changing international, regional and national context. The strategy paper is a baseline document for all those involved in the development of the productive sector (agriculture, livestock farming, environment) in Burkina Faso. The overarching aim of the strategy is to ensure the sustained growth of the rural sector with a view to contributing to poverty reduction, strengthening food security and promoting sustainable development. The strategy rests on seven strategic pillars, most of which are consonant with an inclusive green economy.

**The national food and nutritional security policy** was developed within the framework of the strategy for accelerated growth and sustainable development. This policy aims through the national rural sector programme (PNSR) to accelerate

growth and to continue working towards the Millennium Development Goals, in particular the alleviation of extreme poverty and the eradication of hunger. It gives attention to the development of family agricultural holdings and, in addition, sets itself the overarching goal of achieving sustainable food and nutritional security by the year 2025. This policy rests on five strategic pillars, the first of which consists in increasing food availability so as to meet the needs of the population on a sustainable basis. The specific objectives of this strategic pillar are consonant with an inclusive green economy.

### **Institutional framework for the implementation of social sector policy**

The various education policies are implemented by four ministerial departments. The first of these is the Ministry of National Education and Literacy, which oversees basic education and non-formal education. The Ministry of Secondary and Higher Education is responsible for general and technical secondary education and higher education. The Ministry of Social Action and National Solidarity is in charge of early childhood education, pre-school education and non-formal infant education. Lastly, the Ministry of Youth, Vocational Training and Employment is concerned with vocational training and apprenticeships and with youth education. Together, these four ministries cover all levels of education, from pre-school to higher, and all forms of education and training (formal, non-formal and informal).

In the field of health, the institutional framework for policy implementation is organized essentially around the Ministry of Health whose administrative structure comprises three levels, namely: a central level, composed of central structures attached to the office of the Minister and the secretariat; an intermediate level, which comprises 13 regional health directorates; and lastly, an outer level constituted by health districts, which are the most decentralized operational entities of the national health system.

<sup>19</sup> Decree 781 No. 2009/PRES/PM/MDF/MATD

Where food security is concerned, a national council on food security (CNSA) has been set up, following the development and adoption of a national food security strategy (SNSA 1999-2000). This new, comprehensive and tightknit body serves as a mechanism for coordinating and monitoring the implementation of related contingency and structural action. This coordination body is flanked by operational units for food assistance, which include the following:

- (i) The national food security reserve management company (SONAGESS) established in 1994 to enable the State to cope with unforeseeable food crises. As a cereal policy tool, it is designed to contribute to food security in Burkina Faso. In pursuance of its mandate, it manages the national security reserve (SNS) of a notional level of 35,000 physical tonnes of cereals and a financial reserve corresponding to the value of 25,000 tonnes of cereals.
- (ii) The national council for emergency relief and rehabilitation (CONASUR) established in March 1993 and composed of 15 ministerial departments and NGOs. Its internal organization is decentralized to village level; it is concerned mainly with natural disaster management. The main tasks assigned to it upon its establishment were implementing the national plan for organizing and coordinating emergency relief and rehabilitation (PNOCSUR) in the event of disaster; coordinating, monitoring and developing disaster mitigation programmes nationally; training provincial administrative staff in disaster prevention and management; and public education and awareness raising in respect of natural disaster prevention and management.
- (iii) The food security information system (SISA) and its early warning system (SAP), directed by the directorate of agricultural forecasting and statistics (DPSA), which is now attached to the directorate of rural economic advancement (DGPER).

## Overview of social policy and strategy implementation

The momentum created by the structural adjustment programmes, in terms of policy formulation and the development of strategies, action plans, programmes and projects, does not appear to have given the expected boost to food security measures. Despite the mobilization of resources and the harnessing of potential, the efforts made and the reforms introduced did not produce the anticipated results. This is due in part to small ownership of projects and programmes by stakeholders at all levels, inadequacy of the resources allocated by the State budget to the agricultural sector, inadequacy of human resources and organizational instability both in the sector and within each subsector.

Like economic policies then, social policy reveals a good number of inclusive green economy principles (environmental education, specific provisions on medical waste disposal, sustainable land management and food security, equity through the concept of education for all (EFA), etc.). What is the position where the environment is concerned?

### 3.2.3 The environmental sphere

In this area, the analyses focus on energy, water, sanitation, productive land and forest management.

#### 3.2.3.1 Energy

Like many Sahel States, Burkina Faso has considerable difficulty in meeting its energy needs, both quantitatively and qualitatively. Its economy is currently characterized by heavy dependence on firewood (82 per cent of the primary energy balance) and an electricity demand that is rising by 30 per cent yearly.<sup>20</sup>

The national electricity company of Burkina Faso (SONABEL), which is the main supplier of electricity, is having huge problems in fulfilling its func-

<sup>20</sup> <http://www.mines.gov.bf/>: Cf. Sectoral energy policy

tion. The interconnected network of the company has currently an average capacity of 177 MW for all its interconnected network (plus imported energy) for an average demand of 197 MW in normal times and 217 MW in peak periods (March, April and May). Because of this, every year there are frequent electricity outages with the ensuing consequences: loss of well-being, food wastage, etc. (for the population), financial loss, failure to meet commitments, etc. (for companies).

In terms of sources, the electricity production of SONABEL, according to the directorate of future studies and economic intelligence (DPIE, 2010), derives from the following sources: local thermal source (67.2 per cent), hydroelectric source (15.66 per cent) and imports (17.12 per cent). Because of this production structure, Burkina Faso's economy is highly dependent on imported hydrocarbons, with two major consequences, particularly for industry: the high price of the kilowatt hour and vulnerability to external shocks.

It is, however, crucial to promote and develop sustainable and independent energy resources, particularly in order to:

- (a) Ensure that people who have access to drinking water and health care continue to have such access and attain the goal of universal access to drinking water and electricity by the year 2030;
- (b) Ensure sustainable and territorially inclusive economic growth, while reducing greenhouse gas production;
- (c) Accelerate the decentralization process, which may rebalance rapid urbanization and the resulting pressure on the environment and also reduce social tension.

The Burkina Faso Government is clearly aware of all the challenges it must meet. What then are the policies, strategies and measures being put into effect? On what operational mechanisms are they based? How are inclusive green economy principles taken into account?

## **Political and legal framework of energy supply**

After the 1973 drought, studies on the state of the environment led Burkina Faso to undertake efforts to combat desertification. At that stage, this choice of strategy took domestic energy into account without, however, reflecting a real energy policy. The drought combined with the oil crisis made it necessary to put in place measures to control domestic energy supply and demand.

Accordingly, the first strategy adopted consisted in the establishment of industrial plantations in Gonse, Wayen and Maro. The strategy proved ineffective in the early 1980s. A new strategic approach was swiftly put into effect in the form of individual and village reforestation schemes known as the "village woods" projects. Action in support of this strategy for combating desertification included three campaigns (campaign against bushfire, campaign against unauthorized woodcutting, and campaign against uncontrolled grazing), the popularization of improved cooking stoves and the promotion of butane gas use. Almost 40 years down the road, there are still mixed results as the demand for wood energy or indeed just for energy remains largely uncontrolled.

Generally speaking, the goal of Burkina Faso's energy policy is to make energy accessible to all by promoting the sustainable use of endogenous resources while maximizing opportunities for sub-regional cooperation. In the policy paper, this goal is reflected in two specific objectives: making energy available and accessible to all and institutional and operational capacity-building in the sector.

## **Institutional framework for energy policy implementation**

The institutional framework for energy policy implementation is built around the Ministry for Energy whose mandate is defined by decree No. 2013-104/PRES/PM/SGGCM of 7 March 2013 on the duties and responsibilities of members of the

Government. Under this decree, the Ministry for Energy is responsible for implementing and monitoring the Government's energy policy.

As currently designed, the operational mechanism for energy policy is based essentially on two programmes: the energy programme and the programme to guide and support the services of the Ministry for Energy and other stakeholders. The energy sector is divided into three subsectors (electric energy, hydrocarbons, renewable energies) in order better to coordinate actions by the various stakeholders, including:

- SONABEL, which still holds a monopoly over distribution in places connected to the network and electricity cooperatives<sup>21</sup> and manages the rural electrification service;
- The electricity development fund (FDE) set up in 2013 to assist communes in drawing up their rural electrification and State investment management plans;
- The electricity subsector regulation authority (ARSE, established in 2008), which, although it has only scant resources, should play an important role in reorganizing the subsector, mobilizing private investments and protecting users' interests (fair price setting);
- The local authorities, entrusted by the State with specific responsibilities (electrification plan, authorizations, etc.) in the energy field.

In addition to decree No. 2000-628/PRES/PM/MCE of 30 December 2000 on adoption of the energy sector development policy letter, numerous laws and regulations govern the sector's activities in Burkina Faso.

### Overview of the implementation status of energy policy

It is as yet too early to evaluate the current energy policy. However, the various measures recommended in the energy sector development policy letter have led to a number of notable achievements at the level of the various subsectors,

namely: development of national power inter-connectors and establishment of approximately 275 MW of accumulated thermal power; granting of production licenses and 47 rural electrification public service concessions and authorizations; the dissemination of 5,000 improved cooking stoves; a five-year exemption from customs duties and value-added tax (VAT) on solar energy equipment following the 2013 Finance Act; and a 10 per cent reduction in public electricity bills between 2006 and 2010.<sup>22</sup>

### 3.2.3.2 Water sector

Situated in the landlocked Sahel area, Burkina Faso is one of the most arid regions in the world. In this context, water has been a leading concern for communities, particularly for activities that depend on water. The concern is therefore both social and economic. The Burkina Faso economy is based on agriculture and livestock farming. Water is consequently a daily struggle by virtue of the dry climate and the small amount and poor distribution of rainfall (average rainfall scarcely exceeds 748 mm and far less in the northern regions). Only 0.1 per cent of the country's land surface is water.

Today, in a context of environmental degradation and climate change, Burkina Faso is contending with a situation of increasing vulnerability. In an irregular Sudano-Sahelian climate that already threatens the agricultural economy (and the country's food security) and limits the possibilities of improving its productivity, there is a risk of mounting water stress.

Furthermore, factors at the origin of the increasing pollution of water resources (agricultural, domestic and/or urban) further contribute to the shortage of water. Ultimately, all these factors militate against the achievement of development goals, particularly those set out in the SCADD strategy and the Millennium Development Goals.

<sup>21</sup> COOPELS, established under the Danish cooperation scheme

<sup>22</sup> <http://www.mines.gov.bf/>: Cf. Sectoral energy policy

**Table 10: Place of the inclusive green economy in Burkina Faso's energy policy**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific "inclusive green economy" measures		Challenges linked to the institutional reorganization of the sector, the transfer of authority to communes and the diversification of sources of energy and their expansion to renewable and decentralized energy, inadequacy of the monitoring and evaluation system:
Universal access to low-cost electricity is consistent with an inclusive green economy	Sectoral engagement based on environmental protection since 1973	<ul style="list-style-type: none"> <li>- Support the reorganization of the sector: strengthen the role of ARSE in the equitable distribution of State subsidies and in energy savings</li> <li>- Accelerate and support the transfer of authority to communes</li> <li>- Encourage investments in rural electrification and renewable energy</li> <li>- Support the development of fiscal and financial tools to promote bio-fuel use (price regulation, specific tax on biofuel) and implementation of monitoring mechanisms</li> <li>- Accelerate and support delegation of electricity service management to the private sector and further explore ways of integrating water and electricity services in rural areas</li> <li>- Encourage pricing reviews with the goal of ensuring the economic sustainability of the sector and respecting the principles of solidarity/equity</li> </ul>
The question of the sustainability of production is not addressed in the national strategy and projections on the competitiveness of solar energy are erroneous	Institutional reorganization and new market segmentation under the aegis of ARSE*: recentring of SONABEL*; favourable conditions for the mobilization of private investment; distribution by service delegation by communes to private operators;	
Decrees on transfers of authority to communes and delegation of water service management	Diversification of production and demonstration of potential competitiveness of photovoltaic production;	
Existence of a recent biofuel policy	Clearer energy savings and renewable energy policy	
Operational tools: existence and level of implementation		
Pricing system to the disadvantage of rural electrification and private production	Electricity development fund	
Priority given to interconnection	Two projected solar energy plants and one photovoltaic product assembly line	
The rural electrification subsector does not attract sufficient funding	Gradual organization of Jatropha oil production	
	New market segmentation	
Societal consensus: level of empowerment and engagement of stakeholders - subsidiarity level		
Non-application of legislation on transfer of authority to local communities	New market segmentation	

**Source:** Author, on the basis of policy papers.

**Note:** (\*) Electricity subsector regulation authority (ARSE); national electricity company of Burkina Faso (SONABEL).

In such a context, the continually growing demand for water, in terms of both quantity and quality, will lead to competition or indeed acute conflict, which already arises in connection with the ways in which water is used. The issues bound

up with this resource and its utilization are then major ones in that they impinge on almost every aspect of the development challenge: health, food, the social, economic, financial and environmental fields, politics and geopolitics.

What initiatives have been taken in response to this situation? Are there any operational mechanisms for implementation? Are the initiatives that have been taken underpinned by inclusive green economy principles? Which principles and at what level?

### **Political and legal framework of water resource management**

In the mid-1990s, Burkina Faso embarked on a proactive policy for integrated water resource management (GIRE). In this spirit, a water policy and strategy paper was prepared and adopted in 1998. This policy paper was supplemented by a framework law in 2001 and an action plan for integrated water resource management (PAGIRE) in 2003, now in its second phase.

In the 1998 water policy and strategy paper, nine basic principles are laid out: (i) equity, (ii) subsidiarity, (iii) harmonious regional development, (iv) river basin management, (v) balanced water resource management, (vi) protection of users and nature, (vii) user-pays principle, (viii) polluter-pays principle, (ix) participation. Over and above these principles, there is a concern to undertake with all the stakeholders a reform of the water sector with the main goal of sharing and balancing the country's water resources on a concerted basis with the help of legislative/regulatory, institutional technical and financial tools.

As for the action plan for integrated water resource management (2003), this sets out all the measures that need to be taken to make integrated water resource management (GIRE) a reality in Burkina Faso. It is being implemented under the aegis of the permanent secretariat of the action plan for integrated water resource management (SP/PAGIRE) and covers the period 2003-2015. Two phases are planned, running respectively from 2003 to 2009 and from 2010 to 2015. This second phase of the action plan (2010-2015) should lead mainly to the effective establishment of water agencies for concerted water resource management throughout the territory, the gradual implementation of regulations on the ground and the operationalization of the national water information system (SNIEau).

### **Institutional framework for water policy implementation**

The institutional framework for water policy implementation is essentially a consultative framework bringing together the main stakeholders: bodies representing the State, local communities and users. It is built around a system of water agencies that are currently being put into operation in the country's five river basins. Their purpose is to coordinate water resource expertise, planning and management at river basin level and ensure that the principle of concerted action translates into the implementation of the selected national water policy options.

The institutional mechanism in place is supplemented by local water committees (CLEs), which are the basic mechanisms for integrated water resource management and form an integral part of the river basin agencies. Local coordination units without legal standing are responsible for enlisting local stakeholder support for the goals of integrated water resource management. In their work, they can initiate or support water resource management and ecosystem preservation measures and assist in local conflict management. The local water committees are required to promote legislative measures and adapt them to local realities and customary practices, provided that such practices are not against the law. In practice, these committees are being gradually set up according to the local context, with priority being given to areas where there are known and/or potential conflicts in respect of water use.

### **Financial contribution for water (CFE)**

One of the major novelties of the framework law on water management may be that it recognizes and takes into account the principle of water cost. This is of crucial importance for any inclusive green economy strategy. For this principle to work, the various development stakeholders (public, private, etc.) need to contribute together to the maintenance of water resources, which is a shared heritage that must be preserved.



Implementing legislation on the CFE was adopted in March 2012. However, as in the case of most legislation and measures, it is difficult to put this legislation into effect owing to the diverging interests and conflicting views of the various stakeholders, particularly in the mining sector. Moreover, such contributions have not yet been imposed for water abstraction, particularly in irrigated areas. Studies on the modification of river regimes and water pollution are under way in order better to understand the problem and successfully apply this principle. Experience in several cases (e.g. Comoe, Lake Bam, etc.) shows that Burkina Faso society has the capacity to organize itself around the issue for the sake of more effective concerted management.

### **Overview of the implementation status of integrated water resource management (GIRE)**

Initiated in the late 1990s, the GIRE process was marked by notable institutional and legal advances and started to be implemented on the ground during its initial phase (GIRE programme) and during the first phase of the PAGIRE action plan. With the second phase of that action plan, the GIRE process moved into the phase of concrete operations in the country's five river basins. This progress should yield more concrete results on the ground.

That being said, the complexity of the approach, the large number of actors involved, the constraints weighing upon the application of regulations, the needs for human capacity building, the increased attention that must be given to monitoring water resources (particularly water quality) and use, the need to improve data management, funding constraints and difficulties in implementing funding mechanisms through the CFE scheme, etc., are so many challenges to be overcome in order for integrated water resource management to gain due prominence.

#### **3.2.3.3 Water and sanitation sector**

Burkina Faso's water resource potential is steadily declining under the combined effects of attacks against the quantity of available water and the

quality of water resources. Over the past 40 years, the trend has been towards decreasing rainfall with periods of increased drought, particularly in the 1980s, with a period of improvement between 1985 and 1995.

Nearly all the water resources derive from rainwater drained as surface water by the four river basins or that seeps into aquifers of the crystalline basement and sedimentary rock. In an average year, run-offs account for 3.6 per cent of rainfall and seepage 15.6 per cent.

According to estimates made in 2001 in the document devoted to a survey of water resources and their management framework drawn up by the Ministry of the Environment and Water, average rainfall volume is estimated at 206 billion m<sup>3</sup>, of which 8.79 billion m<sup>3</sup> run-off, 32.4 billion m<sup>3</sup> seepage and 165.9 billion m<sup>3</sup> evaporation. Total groundwater reserves are estimated at 402 billion m<sup>3</sup> and may decrease to a low variant of 268 billion m<sup>3</sup> (severe drought) and increase to a high variant of 534 billion m<sup>3</sup> (wet year). Annually renewable useful water is estimated at 40.19 billion m<sup>3</sup>.

Again according to the 2001 survey of water resources, fluctuations in aquifer levels over the past 20 years show that there are practically no renewable groundwater resources.

Analysis by type of area reveals that in rural areas the drinking water supply facilities put in place since the start of the rural water system in Burkina Faso enabled 52 per cent of the rural population to have what is described as "reasonable" access to drinking water, as defined by relevant standards, criteria and indicators. This is a significant result but one marred by shortcomings:

- There are considerable disparities in rate of access between regions and between villages, some of which are over-equipped with modern water supply points while others are under-equipped;

**Table 11: Water policy and the inclusive green economy in Burkina Faso**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific "inclusive green economy" measures		Challenges linked to the complexity of the approach, the number of stakeholders involved, capacity to apply regulations and CFE and, lastly, management of strategies potentially in conflict with productive sectors, inadequacy of the monitoring and evaluation system:
Policy of integrated management of environmental assets and services since 1998: Water Act and implementing decrees; institutional framework and steering mechanism in place	<p>Sectoral engagement noted since 1998</p> <p>Shift in stakeholder focus: users (including in State bodies and local communities) and guarantors of GIRE* principles</p> <p>Specific institutional steering mechanism</p> <p>Multi-stakeholder consultative framework</p> <p>CFE*: tax incentives Interregional cooperation/cross-border watersheds (WS)*</p>	<p>- Political support for integration of GIRE principles into the revised SCADD strategy* and macro management tools</p> <p>- Linkage between SDAGE/SAGE* and "local" land-use plans (SRAT*, PDR* and PCD*)</p>
Operational tools: existence and level of implementation		
Concrete operationalization in five river basins begun in 2010 on the basis of the PAGIRE action plan*	<p>Planning/management tools: elaboration of SDAGE*; some active CLEs*</p> <p>Support to CLEs for elaboration of SAGE (not implemented)</p> <p>Water resource management stimulus</p> <p>Water monitoring mechanism</p>	<p>- Implementation of GIRE rules in sectoral policies, particularly irrigation, mining sector, etc., and integration of environmental maintenance costs into economic projections</p> <p>- Support for CFE application: extension to other groups of users within a concerted framework and on an economically realistic basis</p> <p>- Improved monitoring of resources (use) and their quality - improved data management - monitoring mechanisms coordinated with MEDD*</p>
Coordination framework at river basin level: State, local communities and users		
River basin agencies: water resource expertise, planning and management		
Consensus: level of empowerment and engagement of stakeholders - subsidiarity level		- Local support (agencies, CLEs) towards empowerment: elaboration/implementation of SDAGE; mediation and defence of multi-stakeholder interests
Highlighting of subsidiarity, user-pays and polluter-pays principles	<p>Repositioning of stakeholders: users (including in State bodies and local communities) and guarantors of GIRE principles</p> <p>Consultative framework at river basin level: State, local communities and users</p> <p>River basin agencies: water resource expertise, planning and management/ Water resource management action from communities to agencies</p> <p>Application of the subsidiarity principle: area linkage via river basin agency and CLE</p>	<p>- Continued transfer of authority to communes and capacity building, particularly in the field of hydro-agricultural management</p> <p>- Strengthening of the role of the State/ water police and observance of rules on water access</p> <p>- Improved supply of goods and services to agricultural stakeholders for water optimization and use of agricultural inputs</p>
Process of participation in elaboration of SDAGE*		
Engagement of civil society organizations (CSOs)* and professional associations		

**Source:** Author, on the basis of policy papers.

**Note:** (\*) Integrated water resource management (GIRE); Regional land-use planning strategy (SRAT); Commune development plan (PCD); Ministry of the Environment and Sustainable Development (MEDD); Strategy for accelerated growth and sustainable development (SCADD); Rural development programme (PDR); Local water committees (CLE); Action plan for integrated water resource management (PAGIRE); Financial contribution for water (CFE); Water management master plan (SDAGE); Water management plan (DAGE); Civil society organization (CSO); Watershed (WS).



- Specific water consumption remains far from the goal of 20 L daily per person owing to the distances to be covered in areas with few modern water supply points and competition with non-potable water sources which remain in very common use.

In view of this situation and the growing demand for drinking water, what measures are being taken by the State to overcome the crisis in the current context? Are these measures in line with inclusive green economy principles? Which ones and at what level?

### **Political and legal framework of water and sanitation sector management**

Through its efforts to structure the water sector by developing a quality public water service since the mid-1990s and introducing a programmatic approach since January 2007, Burkina Faso has become nearly a “model” country in the West African subregion.

### **At the institutional level**

The following highlights may be mentioned:

- 1977: Initial formulation of a water policy, with a central concern to urgently meet water requirements through a strengthening of the State’s operational capacity, with NGO support;
- 1982: Review of water policy on the occasion of the International Drinking Water Supply and Sanitation Decade (IDWSSD, 1980-1990), with an innovation in the approach consisting in a focus on sanitation, education for health and hygiene and user ownership of facilities;
- 1992: Second review on the introduction of the structural adjustment programme, with the drafting of the sectoral policy letter in accordance with an approach formalizing the State’s disengagement from production and increased empowerment of users.

The institutional framework of the drinking water and sanitation sector in Burkina Faso is currently based on two policy and strategy papers:

- The water policy and strategy paper adopted in July 1998 and revised in 2011 sets out principles, priorities for use and strategic guidelines for implementation. Through this document, Burkina Faso is seeking to implement a proactive and highly structured national policy built around one general goal, four specific goals, eight principles (based on international principles of water development endorsed by Burkina Faso), two approaches and four priorities;
- The national sanitation policy and strategy paper adopted in July 2007 defines the following sanitation subsectors: (i) liquid waste, (ii) rainwater, (iii) solid waste, and (iv) gaseous waste. The Ministry of Agriculture and Water (MAH) is responsible for wastewater and excreta treatment and the liquid and solid waste subsectors, in coordination with the ministries responsible for the environment, health, housing, town planning and education.

These policies and strategies are put into effect through water and sanitation sector action plans:

- The action plan for integrated water resource management (PAGIRE) adopted in March 2003 for the period 2003-2015 sets out operational strategies, specific measures and a work plan for renewing the institutional, technical and financial framework for managing the country’s water resources;
- The national drinking water supply and sanitation programme (PN-AEPA) to the year 2015, adopted in December 2006, details the programmatic approach for achieving the Millennium Development Goals in the area of drinking water and wastewater and excreta treatment, based on the national integrated water resource management strategy (GIRE).

### At the level of laws and regulations

The drinking water and sanitation sector is governed by the following instruments:

- The Water Management Framework Act adopted in February 2001 and its implementing texts. This law answers the need for a new water resource management framework, based on the major principles set out in the water policy and strategy paper. It incorporates into national law international commitments entered into by the country and contributes to the implementation of integrated water resource management, designed primarily to preserve water quantity and quality and guarantee the proper functioning of ecosystems. It also promotes sustainability and diversification of water resource utilization, in particular through reduced pollution.
- This legislation is supplemented by other instruments, namely, the public health code, the environment code, the local communities general code and the public sanitation code.

### Overview of implementation status of water and sanitation policy

Despite the progress achieved, the rural sanitation situation is still rather complex. According to the results of population and health surveys conducted in 1998 and 2003, the rate of access to sanitation is estimated at 1 per cent in 2005, taking into account only enhanced technological facilities recognized for the purposes of the Millennium Development Goals. The situation is especially alarming given that a recent national family sanitation survey reveals that the rate of access has not changed and that less than 1 per cent of rural households enjoyed domestic sanitation in 2010.

In 2011, in urban areas, the rate of access to drinking water was evaluated at 80 per cent (2011 annual survey of the national drinking water and sanitation supply programme-PN/AEPA). However, this rate of access masks relatively significant disparities between towns.

In the current context, progress is needed to improve (i) the rate of access, which is generally low in secondary sites, and (ii) average specific consumption, which remains low because of the predominance of supply by standpipes.

### 3.2.3.4 Productive land sector

As an essentially semi-arid Sahel country, Burkina Faso is faced with relatively difficult agroecological conditions on account of climate deterioration and increasing anthropic pressure. Almost half (46 per cent) of the territory is subject to the phenomenon of land degradation (disappearance of plant cover, increasing soil fragility and impoverishment, erosion and lowering of water table, etc.) (FAOSTAT, 2007)<sup>23</sup>. Rainfall is on the whole low (about 1200 mm in the South West and 300 mm in the Sahel yearly), irregular and unevenly distributed.

As was noted earlier, despite the mining boom of the past three years, the agricultural sector still remains the basis of socioeconomic development in terms of the jobs it provides for the Burkina Faso population (86 per cent of the total active population). Agriculture and related activities (livestock farming, forestry and fishing) contributes between 30 and 45 per cent to gross domestic product. The agricultural sector is consequently the main source of income for the bulk of the people. It accounts for a total of 44.7 per cent of household income, 24.3 per cent for agriculture (in the sense of crop production) and 20.4 per cent for livestock farming (FAO, 2013).

It is estimated that a land area of some 9,000,000 hectares or one third of the national territory is given over to agriculture. Approximately 3.5 million hectares (39 per cent) are sown annually, but since there are also so-called secondary crops (off-season and dual crops), some 4.1 million hectares are cultivated annually. The total area of active or functional pastoral land was estimated at 772,377 ha in 2009, or 2.83 per cent of the national land

<sup>23</sup> <http://www.fao.org/countryprofiles/index/en/?iso3=BFA>

**Table 12: The inclusive green economy in Burkina Faso's water and sanitation policy**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific "inclusive green economy" measures		(Underfunding of the rural water supply sector, inadequate monitoring and evaluation system)
Goal of universal access to drinking water and sanitation consistent with an inclusive green economy	Existence of a national coherent, unifying and efficient programme: Millennium Development Goals will be achieved in 2015 for drinking water in urban areas	Challenges linked to economic sustainability of sector having regard to urbanization and energy issues:
A sector still dominated by State management	Supportive and incentivising pricing	- Accelerate transfer of project management authority to communes and build project management capacity of communes for drinking water and sanitation
Decrees on transfers of authority to communes and delegation of water service management	Transfer of authority to communes and delegation of water services to private sector under way	- Accelerate delegation of water service management to the private sector
Operational tools: existence and level of implementation		- Join debate on equitable national pricing of water service and funding of sanitation and hygiene promotion strategies led by communes
Pricing system supportive and incentivising but unequal and economically not sustainable	Positive experience of supportive and incentivising pricing in urban areas: promotion of water savings	- Deeper study of water and electricity service integration in rural areas with a view to private sector management and investment
Existence of a sanitation tax	Application of sanitation tax since 2004, but without visibility	- Review of sanitation sector strategies and priorities and implementation of innovative funding mechanisms
Consensus: Level of empowerment and engagement of stakeholders - subsidiarity level		- Establishment of an investment monitoring system
Highlighting of subsidiarity and user-pays principles	Five private operators and one association operate some 200 water points (AEP*)	

**Source:** Author, on the basis of policy papers.

**Note:** (\*) Drinking water supply (AEP).

area (FAOSTAT, 2012)<sup>24</sup>. The share of agricultural land in the total land area rose from 8 per cent in 1984 to more than 17 per cent in 2011. This is used mainly for the subsistence farming of food crops (millet, sorghum and corn), to which more than 88 percent of sown land and small family holdings of 3 to 6 ha are devoted.

According to FAO (2013), the total irrigated farmed area (irrigated market crops, rice and corn) in 2008 was estimated at 58,122 ha, or around 25 per cent

of potentially irritable land. However, between 2004 and 2008 there was an overall increase in the irrigated area due in particular to the gradual introduction of land-use planning measures by the State in the past few years. Under the national rural sector programme in particular, it is planned that more than 60,000 ha will be targeted by such measures.

### **Institutional framework of policy implementation**

The institutional framework for implementing the various programmes and strategies is organized around the Ministries of Agriculture and

<sup>24</sup> <http://www.fao.org/countryprofiles/index/en/?iso3=BFA>

Food Security, Environment and Sustainable Development, Animal Resources, Water, Hydraulic Engineering and Sanitation.

The work of these ministries is supported by the departments responsible for agricultural research, finance, trade and industry, transport and access facilitation, literacy, health and nutrition, and territorial administration.

### Overview of status of land policy implementation

Through its application of land policies and strategies, Burkina Faso has managed to some extent to slow the rate of land degradation throughout the country, in particular by using such techniques as *cordons pierreux* (long lines of stones), live hedges, *zai* (seed hole cropping), etc. Studies show that

between 1989 and 2004, a land area of 200,000 to 300,000 ha was rehabilitated through these approaches. This has resulted in 18,000 tonnes of additional food crop production annually.

Nevertheless, in view of the scale of the original problem, the question of land degradation is still of acute concern because of current farming practices. For example, on account of the non-sustainable use of chemical products, Burkina Faso loses 15.1 billion CFA francs each year in the form of land degradation, water pollution and animal and human health issues. According to data from the national observatory of sustainable development, 25.34 percent of agro-sylvo-pastoral land is subject to severe degradation, which is tending to worsen from year to year.

**Table 13: Place of the inclusive green economy in productive land management policy in Burkina Faso**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific "inclusive green economy" measures		(Underfunding of the agricultural sector, inadequate monitoring and evaluation system)
Legal framework consistent with an inclusive green economy	Pilot programme in 47 communes	- Include in the exploration of financial tools and mechanisms for an inclusive green economy, the question of land asset management to counterbalance efforts to ensure security of customary rights
Closer study of the question of financial mechanisms guaranteeing land asset management	A subprogramme, targeted actions and specific indicators in the PNSR*	
Operational tools: existence and level of implementation		
No operational tools apart from a pilot project	A pilot programme in 47 communes	- Prioritize support for PNSFMR implementation via PNSR
Legal texts to be prepared for PNS-FMR* operationalization		
Consensus: Level of empowerment and engagement of stakeholders - subsidiarity level		
Subsidiarity principle to village level, without application outside the pilot project	A pilot programme in 47 communes	- Support communes in application of PNSFMR in PCESA target areas
Problems of land tenure practices in some areas		

**Source:** Author, on the basis of policy papers.

**Note:** (\*) National rural sector programme (PNSR); Programme of economic growth for the agricultural sector (PECSA); National policy for security of land tenure in rural areas (PNSFMR).

The conventional project-based approach, whether sectoral, production-oriented, State-led or non-participatory, has not enabled the Government of Burkina Faso and its partners to meet these challenges which outstrip the possibilities of intervention by the national authorities. Moreover, this approach has not made for the critical mass needed to reverse the degradation process, for which long-term action is required. This situation suggests that the strategies and approaches need to be explored. One interesting option seems to be that of an inclusive green economy.

### 3.2.3.5 Forest sector

Despite efforts to diversify resources and/or raw materials to serve the country's productive system and consumption, forests remain a central pillar of the Burkina Faso economy.

In 1992, according to data from the forest investment programme (PIF), the forest sector's contribution to the State budget in the form of charges, taxes and logging permits, together with miscellaneous forest revenue, was estimated at around 160 million CFA francs (as against 250 million CFA francs in 1990). According to the same sources, this figure could be as much as 30 billion CFA francs in 2015 (MEDD, 2011). To these financial contributions should be added the non-monetized virtual contribution of the forest sector to the development of agriculture and livestock farming and to maintaining the country's ecological balance. Account should also be taken of the forest's contribution to the country's energy system.

According to the current energy balance, wood energy (firewood and charcoal) is the main source of energy in Burkina Faso. In 2001, the final energy balance broke down as follows: firewood (84.8 per cent) charcoal (0.8 per cent), agricultural residues (5.2 per cent), oil products (8.2 per cent) and electricity (1.0 per cent). The situation remains almost identical today in so far as wood energy represents 82 per cent of the primary energy balance. In view of this situation, forests as a whole are overexploited, with huge consequences for the national economy.

According to a study carried out by the national land management programme (PNGT)<sup>25</sup> in 2004, between 1992 and 2002 the total forest area decreased by an annual average of 110,500 ha, or an average of 4.04 per cent yearly. It is estimated that approximately 50,000 ha of forest disappear each year to meet energy needs (MEE, 2001). It should be noted that this deforestation, which goes hand in hand with loss of biodiversity (plant life but also animals) and a decline in the productive capacity of the land, also means a reduction in carbon sequestration by vegetation but also by the earth and thus causes considerable quantities of carbon to be discharged into the atmosphere.

The Government has responded to this situation by taking a large number of initiatives to improve forest resource management. These initiatives start from relevant provisions in the 1991 Constitution, which are then spelt out in the various forestry codes and environmental codes (1997), and include the establishment of the national forest seeds centre (CNSF, 1984), the national programme of action for adaptation to climate variability and change (PANA, 2006), the national rural sector programme (PNSR), the strategy for accelerated growth and sustainable development (SCADD, 2011-2015), etc.

### Institutional framework of policy implementation

The institutional framework for implementing the various forestry programmes and strategies currently falls within the purview of the Ministries of the Environment and Fisheries, Agriculture and Food Security, Animal Resources, Water, Hydraulic Engineering and Sanitation.

The work of these ministries is supported by the departments responsible for agricultural and forestry research (INERA, CNSF), local communities (communes), civil society organizations and numerous technical and financial partners.

<sup>25</sup> Monthly report (July 2014)

**Table 14: Place of the inclusive green economy in forestry policy**

Current situation	Actions conducive to an inclusive green economy	Challenges and prospects
Political, legal and fiscal/incentive framework: existence of specific "inclusive green economy" measures		(Huge difficulty for the State in applying these policies in view of the central role of forest resources in the economy and in household life, inadequate monitoring and evaluation system)  - Include in the exploration of financial tools and mechanisms for an inclusive green economy the question of forest management to counterbalance efforts to secure customary rights to related resources  - Further involve civil society in policy discussions and implementation  - Support communes in the application of forest policy
Legal and political framework consistent with an inclusive green economy	A forest investment programme (PIF)	
The question of financial mechanisms ensuring forest resource management is taken into account	a subprogramme, targeted actions and specific indicators in the PNSR*	
Operational tools: existence and level of implementation		
For forest policy implementation, there exist numerous operational tools (GGF*, PIF*)	A forest investment programme (PIF)	
Consensus: Level of empowerment and engagement of stakeholders - subsidiarity level		
Subsidiarity principle to village level (GGF, CGF)	A forest investment programme (PIF)	
Forestry trends still give concern throughout the country		

**Source:** Author, on the basis of policy papers.

**Note:** (\*) National rural sector programme (PNSR); Forest management group (CGF); Fire management committee (CGF).

### Overview of status of forest policy implementation

As in other fields, the strategies and policies implemented in the forest sector have led to some advances. A large part of the population is now aware of the importance of this resource for the country. The State, for its part, has taken a large number of measures to protect certain forests or regulate their use with a view to ensuring the proper management of existing resources.

However, having regard in particular to the current role of forest resources in the socioeconomic life of the population, the application of related rules and regulations is running up against huge resistance. It should be borne in mind that it is the primary source of energy in the country. In such a context, deforestation continues to occur on a significant scale, causing a loss of approximately 105,000 ha of plant cover yearly. As there

is a yearly increase in charcoal requirements of approximately 29 per cent, the problem is likely to persist for a long time unless more comprehensive and integrated policies, strategies or measures are found.

### 3.2.4 Overview of sectoral policies and inclusive green economy principles

When all is said and done, even though Burkina Faso does not have an inclusive green economy policy as such, analysis of both macroeconomic policy and sectoral policy shows that inclusive green economy principles are well taken into account.

In the economic sphere, the principles underpinning six key sectors have been duly weighed: agriculture, mining, manufacturing, transport, tourism and culture, and trade. The overall pic-



ture to emerge is that all the related policies to some extent take into account the principles of an inclusive green economy. In the agricultural field, for instance, we see a sectoral engagement and the adoption of a clear position in favour of the sustainable management of natural resources. Policies and strategies defined in the sector take largely into account the following:

- Sustainable land management;
- Sustainable water management;
- Promotion of security of land tenure;
- Improvement of productivity;
- Environmental and sustainable development governance;
- Specific emphasis on better sharing of the fruits of agricultural growth, etc.

The same picture emerges from the mining sector. Mining policies are predicated on principles of environmental protection and sustainable natural resource management. Various mechanisms have accordingly been put in place:

- Fund for environmental restoration;
- Application of CFE (water tax);
- Project in support of mining development (PADSEM);
- Polluter-pays or user-pays principle;
- Chambers of Mines.

In other sectors of the economy, the same conclusions can be drawn, with the exception of the manufacturing industry and trade, for which the principles laid down need to be more clearly spelt out.

At the social level as in the case of the economic sphere, the study notes that the policies pursued are based on various inclusive green economy principles. In education, for example, curricula from pre-school level have an environmental education component. Through the education-for-all concept (EFA), the question of equity and inclusion is largely addressed. With regard to food policy, efforts to achieve security are based on the principle of sustainable land

management. In the health field, the treatment of waste produced by health services is relatively well regulated.

Lastly, in the environmental field, the same picture emerges. Water policies such as the integrated water resource management policy (GIRE) implemented through the action plan for integrated water resource management (PAGIRE) are based on inclusive green economy principles. In the energy field, there is a particular concern with the question of inclusion. Access to low-cost electricity for all is a key principle of the current energy policy, for which the study notes:

- A sectoral engagement based on environmental protection since 1973;
- Institutional reorganization and new market segmentation under the aegis of the electricity subsector regulation authority (ARSE); re-centring of the national electricity company (SONABEL); conditions conducive to the mobilization of private investment; distribution through service delegation by communes to private operators;
- Diversification of production and demonstration of the potential competitiveness of photovoltaic energy production;
- A clearer policy on energy savings and renewable energy, etc.

In the field of forest management as in other fields, the study also notes approaches that are fairly consistent with inclusive green economy principles. Forest management policy, for example, is implemented on a participatory basis, involving local communities, like the forest management groups (GGF), just as water policies are implemented with the support of local water committees (CLE). Also, in the field of water and forest management, the polluter-pays principle is recognized and to some extent put into effect. It should be noted, however, that despite the situation and the substantial progress achieved in all the sectors considered here, the current data suggest that more effective strategies need to be sought.

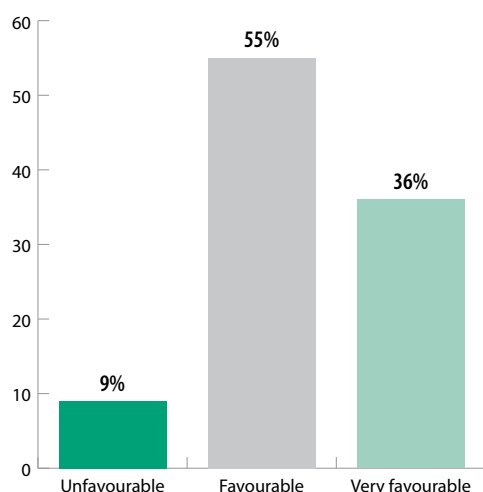
All in all, from an analysis of the current context of public policy, socioeconomic and environmental data, it can be concluded that there exists an auspicious framework (as is shown also by the following chart) for the promotion of an inclusive green economy.

While this situation bodes well for an inclusive green economy, it presents problems. As can be seen, the principles seem scattered over the vari-

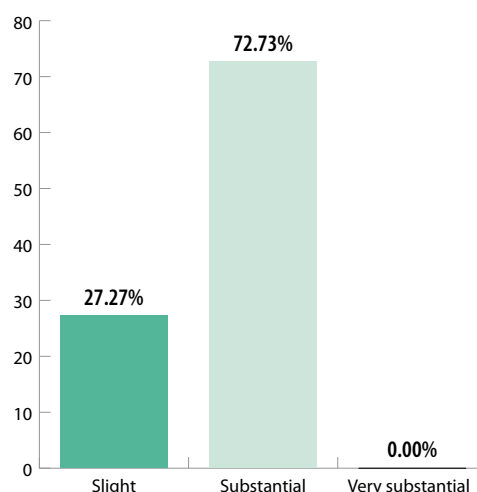
ous sectors without any real synergies. A reading of policy papers does not reveal any mechanisms for integrating those principles or any clear mechanisms for achieving synergy. In this context, the coordination of actions becomes a challenge and a major defect of governance. In such circumstances, it is difficult to attain a common goal without introducing a unifying strategy.

**Chart 1: Receptiveness of the Burkina Faso macroeconomic context to inclusive green economy principles and State engagement**

Receptiveness of the macroeconomic context to inclusive green economy principles



Engagement of State and its divisions in relation to green economy principles



Source: Authors, study data



## 4. Structural transformation in Burkina Faso

### 4.1 The strategy for accelerated growth and sustainable development: a programme for structural transformation?

On the basis of the definition of structural transformation used in this study, it can be concluded without fear of contradiction that Burkina Faso does not have a programme specifically crafted to that end. Nevertheless, without there being a clear definition and rank-ordering of components as proposed by Timmer (2012), the SCADD strategy includes measures relating to structural transformation.

The strategy does offer elements for a structural transformation. First, it clearly sets out structural reform as a precondition for achieving the goal pursued. Furthermore, in the four strategic orientations adopted (development of pillars of accelerated growth, consolidation of human resources and promotion of social protection, strengthening of governance and inclusion of crosscutting priorities in development policies and programmes), a number of imperatives of structural transformation are addressed.

In the primary sector, the SCADD strategy clearly targets improvements in yields and agricultural productivity which should lead to an average increase in added value of 10.7 per cent under the effect of good rainfall and, in particular, enhanced strategies of (i) water management, (ii) subsidies for agricultural inputs, (iii) technical support for producers, (iv) support to agricultural research for the creation and introduction of suitable varieties, and (v) access of producers to agricultural machinery and credit.

In the livestock subsector, there is also concern with improving productivity in order to raise average growth to 4 per cent between 2011 and 2015.

This advance will be due to genetic improvement through artificial insemination and the launching of operations such as: (i) start-up of a cattle fodder production plant; (ii) building of two large-scale dairies in Ouagadougou and Bobo-Dioulasso, and (iii) establishment of a “day-old chicks” production company to improve egg production.

In the secondary sector, the SCADD strategy envisages the following: “Favourable trends in world rates for mining products such as gold, zinc, copper and manganese, combined with industrial production, will lead to an 11.8 per cent average annual increase in added value. This advance will be due to the mining industry and to the dynamism of the building works subsector”. The strategy thus addresses the question of increased added value and industrial development (in mining, Crafts, manufacturing, cultural and tourism industries, small and medium-sized industries, etc.).

In the tertiary sector, the SCADD strategy looks forward to an average annual growth rate of 12.5 per cent. This advance should be supported by the expected dynamism of market services, carried by trade, financial services and information and communication technology (ICT), along with tourism, culture and related activities deriving from the increased appeal of Burkina Faso as a tourist destination.

To foster the development of the various sectors, the following support facilities and infrastructure are planned: hydro-agricultural and pastoral infrastructure, transport and logistics, information and communication technology, energy, urbanization, supporting institutions, etc.

The same can be said about the social sector. Questions of population growth (strengthening of programmes to control population growth)

and controlled urbanization are being addressed, together with ways of ensuring equal access to basic social services and better income distribution.

Environmental issues are treated as crosscutting issues. They are considered in terms of environmental management and the optimal use of natural resources.

In short and similarly to what has been noted in respect of how sectoral policies relate to an inclusive green economy, the strategy for accelerated growth and sustainable development is designed in a spirit of structural transformation. It explicitly addresses such subjects as agricultural productivity, industrialization, lasting poverty reduction and the rational use of natural resources. A close reading of the strategy clearly shows that it takes into account the specific realities of Burkina Faso, within the framework of an inclusive green economy.

It is however possible to move towards a more integrated framework with a view to a true structural transformation of the economy. There nevertheless remain significant challenges that must be met in order to achieve a real inclusive green economy policy/strategy.

## **4.2 The inclusive green economy and structural transformation: aspects of the situation in Burkina Faso**

This section sets out the main features of the Burkina Faso economy in terms of structural transformation. It has three focal points: analysis of sectoral data, analysis of links between an inclusive green economy and structural transformation, and lastly, the main results of the application of inclusive green economy principles in Burkina Faso.

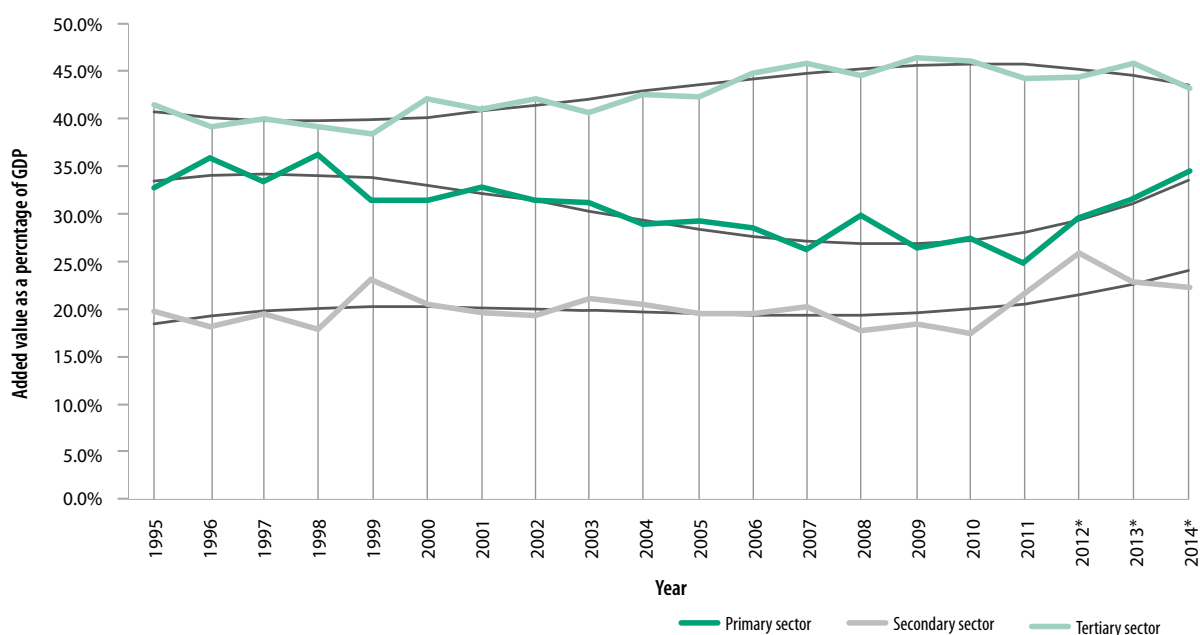
### **4.2.1 Emerging trends in the main sectors of the Burkina Faso economy**

Almost all the studies note that, even today, the primary sector is the pillar of the Burkina Faso economy. As true as that may be (taking into account employment figures and income distribution), longitudinal analysis of the contributions of the various sectors to the national economy in the light of the initiatives taken (development policies, strategies and other measures) reveals a number of structural changes, as shown in the following chart.

It should already be noted at this stage that the changes in question here cannot be regarded as a structural transformation according to the definition used in this study. Structural transformation is the result of a relative change of sectoral weight in a clearly defined order that is not seen here.

On the basis of chart 2, the following major observations can be made:

- (i) The share of the primary sector in GDP has regularly declined, falling from 32.8 per cent in 1990 to 24.7 per cent in 2011, an 8.1 percentage point decline that seems to derive essentially from the relatively smaller role of the agricultural sector in the economy.
- (ii) While the share in GDP of subsectors like livestock farming, forestry, hunting and fishing is on the increase, there is a notable decline in the importance of agriculture. From 17.1 per cent in 1995, it fell to 12.9 per cent in 2011 – a 4.2 per cent decline. The same situation is noted in respect of the subsectors of food crop production and cash crop production, whose share in GDP fell respectively by 2.4 per cent and 2.2 per cent between 1999 and 2011. These trends are probably to be attributed to the mining boom and the development of extractive industries during the 2000s.

**Chart 2: Changing structure of the Burkina Faso economy**

**Source:** Authors, on the basis of MEF-DGEP data (2012).

**Note:** (\*) estimate.

- (iii) The share of the secondary and tertiary sectors has been steadily growing since 1995, rising respectively from 19.7 per cent to 21.2 per cent and from 41.4 per cent to 44.3 per cent, with different patterns of growth over the entire period considered.
- (iv) The primary sector seems to be showing a trend towards yielding its place to the secondary and tertiary sectors.
- (v) While the share of the secondary sector seems to have levelled out to around 20 per cent since 2000, little change is to be noted in the internal composition of the sector. After notable growth in 1999, the textile and other types of manufacturing industries began showing a decline until 2011, falling respectively to 8.6 per cent, 0.6 per cent and 8 per cent and declining respectively by 6.8 percent, 2.4 percent and 4.4 percent.
- (vi) In 2003, the contributions of the primary and tertiary sectors rose to 13.1 per cent and 12.3 per cent, falling respectively to 12.8 per cent and 12 per cent in 2004. The subsectors of energy, extraction and construction appear to have grown accordingly. The share of energy in the economy rose from 1.4 per cent in 1995 to 2 per cent in 2011.
- (vii) The share of the tertiary sector in GDP rose from 41.4 per cent to 44.3 per cent from 1995 to 2011, representing a 2.9 per cent increase. This increase is due essentially to the advances made by subsectors like market services, postal and telecommunication services, trade, banking and insurance, non-market services, public administrations and not-for-profit institutions.
- (viii) In the tertiary sector, the subsectors with the biggest shares in GDP are essentially market services and trade. From 1995 to 2011, their average shares in GDP were respectively 21.4 per cent and 10.7 per cent. However, in terms of growth, there was some levelling off in both cases, especially from 2000. This is true particular of the share of trade in GDP, which remained at around 10 and 11 per cent between 2000 and 2008.
- (ix) The structural change seen in Burkina Faso is also characterized by shifts in the secondary and tertiary sectors, whose contributions to GDP attained 21.2 per cent and 44.3 per cent in 2011.

- (x) Extraction, energy, construction and public works, market services, postal and telecommunication services and trade are sectors that have shown the biggest advances in the past 15 years. Besides these sectors, a significant contribution to GDP has also been made by banking and insurance, public administrations and not-for-profit institutions.
- (xi) The secondary sector, while showing some upward movement, seems to have difficulty in truly taking off, except for the extractive sector, in particular mining. This situation may be due to various factors and mainly to the cost of the factors of production (electricity, water, etc.) and the problem of securing adequate funding.
- (xii) Population growth has continued despite family planning policies pursued since the 1980s.

The data underlying all these observations are summarized in the following table, which shows in greater detail the trends noted in the sectors and subsectors of the Burkina Faso economy.

In the light of the data shown in table 13 and the conclusions that can be drawn (Cf. Section 3.1), the Burkina Faso economy has experienced some structural change since 1995. What are the main characteristics of this transformation? What are the policies, strategies, measures, etc., that are causing this structural change? Have inclusive green economy principles played a role in it?

#### 4.2.2 Policy to promote an inclusive green economy and structural transformation

As was noted earlier, Burkina Faso has not put in place as such a programme for structural transformation. Nor, in practice, has it known any structural transformation, as shown by the analysis of sectoral data (Cf. Section 4.2.1). Furthermore, it does not have a programme for an inclusive green economy. We cannot therefore speak of synchrony between the two in our context. However, some

macroeconomic data seem to provide interesting pointers as to the links between inclusive green economy principles and structural transformation in the context of Burkina Faso.

When we consider side by side data on the changes noted and public policy dynamics in Burkina Faso since 1995 as set out in chart 2, we may make the following observations.

- The first signs of structural change in the Burkina Faso economy appeared in 2000-2001 and continued until 2010. During that period, the first regular change of structure may be observed.
- All three sectors are affected by the process, albeit in varying degrees.
- The first process of sectoral change occurred between the primary sector and the tertiary sector. At the time when the tertiary sector showed a 1.7 per cent rise, the primary sector fell by 1 per cent. This seems to be the most significant change in terms of the data.
- The second structural change is rather small. It occurred between the primary sector and the secondary sector. Overall, the share of the primary sector fell by 1 per cent as against a 1.7 per cent increase for the secondary sector.

These observations lead ultimately to the conclusion that in Burkina Faso, the changing structure of the economy is mainly a reflection of dynamic processes affecting the primary and tertiary sectors. Despite the momentum imparted by the mining boom and the development of the extractive industry, the secondary sector finds it difficult to achieve liftoff. This is borne out by the data in chart 3, which shows that, at best, the economic dynamic of the subsectors concerned is constant and in decline.

However, this type of change cannot be considered a structural transformation. It remains far more a mere change in relative importance between sectors. As is shown in diagram 2, a sound structural transformation, particularly in

Table 15: Structure of added value by sector of activity (at 1999 constant prices) – Burkina Faso (1995-2014)

Year	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012*	2013*	2014*
<b>Primary sector (%)</b>	<b>32.8</b>	<b>35.9</b>	<b>33.4</b>	<b>36.3</b>	<b>31.2</b>	<b>31.4</b>	<b>32.7</b>	<b>31.4</b>	<b>31.2</b>	<b>28.8</b>	<b>29.2</b>	<b>28.4</b>	<b>26.3</b>	<b>29.9</b>	<b>26.4</b>	<b>27.4</b>	<b>24.7</b>	<b>29.6</b>	<b>31.5</b>	<b>34.6</b>
Agriculture	17.1	20.7	18.0	21.3	17.6	16.7	19.4	18.5	17.9	15.2	16.0	15.7	13.1	16.9	13.6	15.0	12.9			
-Food crops					12.8	13.2	15.5	13.5	13.9	11.7	11.7	11.4	10.4	13.0	10.7	12.1	10.4			
-Cash crops					4.7	3.4	3.9	5.1	3.9	3.6	4.2	4.3	2.7	4.0	2.9	3.0	2.5			
Livestock	10.9	10.5	10.7	10.5	9.7	10.9	9.4	9.3	10.2	10.5	10.3	9.8	10.1	9.7	9.5	9.2	8.7			
Forestry, hunting and fishing	4.8	4.6	4.7	4.5	4.0	3.8	3.8	3.6	3.1	3.0	2.9	2.9	3.1	3.3	3.2	3.1	3.0			
<b>Secondary sector (%)</b>	<b>19.7</b>	<b>18.2</b>	<b>19.5</b>	<b>17.7</b>	<b>23.2</b>	<b>20.5</b>	<b>19.7</b>	<b>19.3</b>	<b>21.1</b>	<b>20.6</b>	<b>19.4</b>	<b>19.4</b>	<b>20.2</b>	<b>17.7</b>	<b>18.5</b>	<b>17.4</b>	<b>21.2</b>	<b>26.0</b>	<b>22.8</b>	<b>22.1</b>
Extraction	0.7	0.7	0.7	0.4	0.4	0.4	0.3	0.4	0.5	0.5	0.5	0.4	0.5	0.6	1.6	2.6	3.2			
Manufacturing industry	7.1	6.9	7.0	6.7	15.4	12.2	11.1	11.2	13.1	12.8	12.1	11.6	12.2	9.7	9.2	7.7	8.6			
-Textile industries	3.8	3.0	3.8	3.7	3.0	1.3	1.0	0.5	0.8	0.8	0.7	0.7	0.4	0.6	0.5	0.4	0.6			
-Other manufacturing industries					12.4	10.9	10.1	10.7	12.3	12.0	11.4	11.0	11.7	9.2	8.6	7.2	8.0			
Energy	1.4	1.2	1.2	1.1	1.4	1.4	1.4	1.3	1.6	1.7	1.5	1.5	1.4	1.9	2.0	1.4	2.0			
Construction and public works	5.0	4.4	4.6	3.6	5.9	6.5	6.9	6.4	5.8	5.6	5.4	5.9	6.1	5.5	5.7	5.8	7.4			
<b>Tertiary sector (%)</b>	<b>41.4</b>	<b>39.1</b>	<b>39.9</b>	<b>39.3</b>	<b>38.5</b>	<b>42.2</b>	<b>41.0</b>	<b>42.3</b>	<b>40.7</b>	<b>42.7</b>	<b>42.4</b>	<b>44.8</b>	<b>45.9</b>	<b>44.6</b>	<b>46.4</b>	<b>46.1</b>	<b>44.3</b>	<b>44.4</b>	<b>45.8</b>	<b>43.3</b>
Market services	14.5	14.2	14.9	15.1	20.4	22.0	19.9	21.1	21.0	22.7	22.8	24.2	25.3	25.2	27.1	28.0	26.3			
Transport	3.7	4.0	4.3	4.0	2.9	2.7	2.1	2.2	1.8	1.3	0.8	0.9	1.3	1.5	1.3	1.1	1.0			
Postal and telecommunication services					1.5	1.6	1.5	2.1	2.1	3.3	3.6	3.7	4.4	4.2	3.8	5.1	5.5			
Trade					8.1	10.0	9.1	9.4	9.6	10.2	10.5	10.5	11.1	11.6	13.2	14.0	11.7			

Year	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012*	2013*	2014*
Banking and insurance	1.8	1.4	1.5	1.3	1.5	1.3	1.5	1.9	1.8	1.7	2.2	2.2	2.2	2.2	2.1	2.0	2.3			
Other market services					6.3	6.4	5.6	5.4	5.8	6.1	5.7	6.8	6.3	5.6	6.6	5.9	5.8			
Non-market services	11.2	10.8	10.4	9.7	18.9	21.1	22.2	22.4	20.8	21.1	21.0	22.1	22.1	21.1	20.8	19.3	19.5			
Public administration and not-for-profit					15.9	18.2	19.4	19.7	18.2	18.5	18.5	19.7	19.7	18.8	18.5	17.1	17.3			
<b>Social indicators</b>																				
Mortality rate (%0)		14.8				17.04	17.05	17.07	18.76	18.79	18.86	15.6	15.31	13.59	13.3	13.02	12.74	12.47		
Birthrate (%0)		46.1		45.1		45.26	44.79	44.34	44.78	44.46	44.17	45.62	45.28	47.68	44.33	43.98	43.59	43.2		
Natural growth rate (%)		3.13			2.40	2.71	2.68	2.64	2.6	2.57	2.53	3.00	3.00	3.11	3.1	3.1	3.09	3.07		
Life expectancy at birth (years)		53		46		46	46	46	44	44	48	48	49	52	52	53	53	54		

Source: Authors, on the basis of MEF-DGEP data. 2012

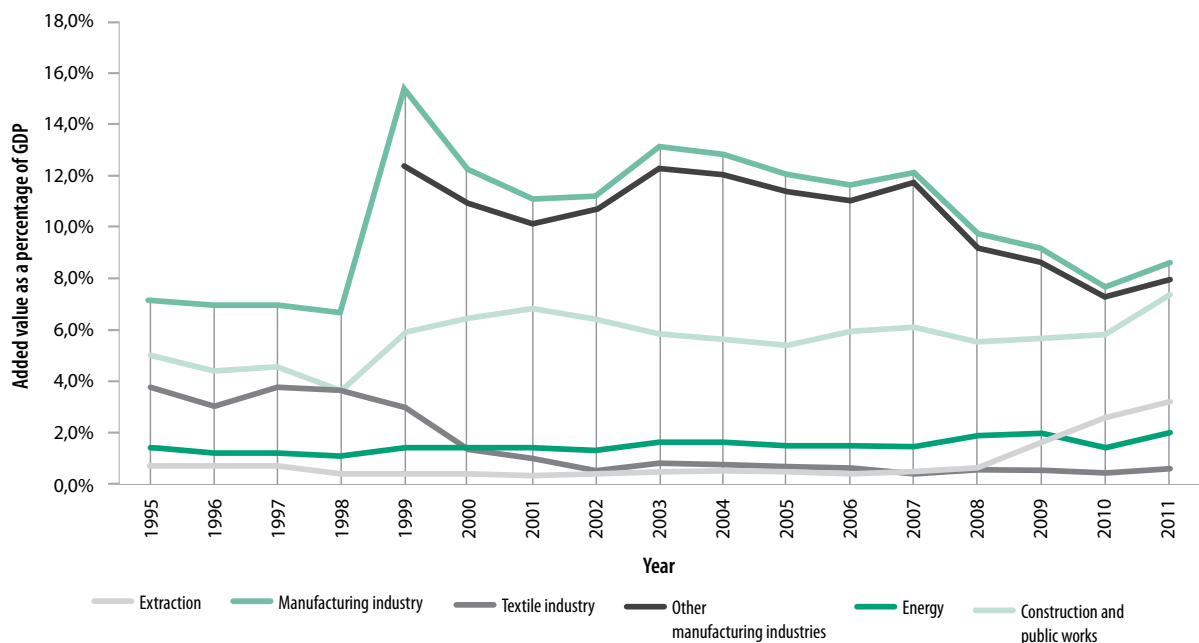
the Burkina Faso context, must reflect well-structured changes. For example, the decline in the share of the agricultural sector must go hand in hand with an increase in agricultural productivity. Surplus labour is then transferred to the industry that is developing, particularly through an increased capacity to process agricultural products. Such does not appear to be the case here.

A close look at the picture that emerges seems to suggest that the initial processes of notable structural change in the Burkina Faso economy since 1960 follow on from the implementation of the guidelines set out in the sustainable human development policy letter (LPDHD)<sup>26</sup> drafted in 1995, which has remained the conceptual framework for poverty reduction strategies and policies since the 2000s (CSLP I and II), and then for the SCADD strategy as from 2011. While it is impossible to establish direct links, we may however note the following.

According to the data shown in the table above, the changes noted in the structure of the Burkina Faso economy seem to be the result of what has been called a political renewal, which is in fact a shift in public policy towards a focus on sustainable development through inclusive green economy principles. Indeed, of five determinants, three reflect inclusive green economy principles, namely:

- **Participatory management and monitoring and evaluation of the economy:** These are processes whose aim is to take more fully into account the needs of all the actors. Ultimately then, it is a principle of inclusion;
- **Responsible growth:** This concept is clearly established in the strategic framework for poverty reduction, section 1.2 of which reads: “Need for **quality** growth based on **equity**”. It is clear from the document that by

**Chart 3: Changing structure of subsectors of the secondary sector**



Source: Authors, on the basis of MEF-DGEP data (2012);\*Estimate

<sup>26</sup> The application of the sustainable human development policy guidelines to the strategic framework for poverty reduction is seen as a way of renewing economic and social policy (CSLP, p. 26, para. 3.1)



**Table 16: Comparative analysis of policies with and without the sustainable human development policy guidelines (LPDHD)**

Policy characteristics	Without LPDHD*	With LPDHD
Main policy characteristics	<ul style="list-style-type: none"> <li>- 1960-1983: era of planning</li> <li>- 1983-1990: period of goal-oriented plans</li> <li>- 1991-2000: period of structural adjustment programmes</li> </ul>	<ul style="list-style-type: none"> <li>- 1991-1995: period of policy implementation after structural adjustment programmes</li> <li>- Between 1995 and 2010, efforts to eradicate poverty</li> </ul>
Strategic management options	<ul style="list-style-type: none"> <li>- Planned management of the economy</li> <li>- Short-term management</li> </ul>	<ul style="list-style-type: none"> <li>- Participatory management of the economy</li> <li>- Development of future-oriented approach</li> </ul>
Goals and principles	<ul style="list-style-type: none"> <li>- Economic growth</li> <li>- Environmental protection</li> </ul>	<ul style="list-style-type: none"> <li>- Responsible growth</li> <li>- Economic growth</li> <li>- Equity</li> <li>- GRN** principles</li> </ul>
Operational mechanism	<ul style="list-style-type: none"> <li>- 5-to-10-year plans and programmes</li> <li>- 3-year plans and programmes with structural adjustment programmes</li> </ul>	<ul style="list-style-type: none"> <li>- Sectoral policies, projects and programmes</li> <li>- Participatory monitoring and evaluation</li> <li>- Environmental taxes</li> </ul>

**Source:** Authors, on the basis of MEF-DGEP data (2012)

\* Sustainable human development policy letter

\*\* Natural resource management (GRN)

quality here is understood growth that respects the environment and that equity refers to the principle of inclusion;

- **Environmental taxes:** This is simply the political or fiscal term for the principles of polluter-pays and user-pays, which still prevail, particularly in integrated water management strategies.

These remarks show that the adoption of some inclusive green economy principles has enabled Burkina Faso to inject a significant structural dynamic into its economy, even though these cannot be regarded as a structural transformation.

Such a context should be an incentive to promoting the inclusive green economy already being talked about in 2010 in Burkina Faso. Indeed, in view of the specific realities of Burkina Faso, this is a necessity.

## 5. Towards defining and enhancing the linkage between an inclusive green economy and structural transformation

### 5.1 Inclusive green economy and structural transformation: what Burkina Faso stands to gain

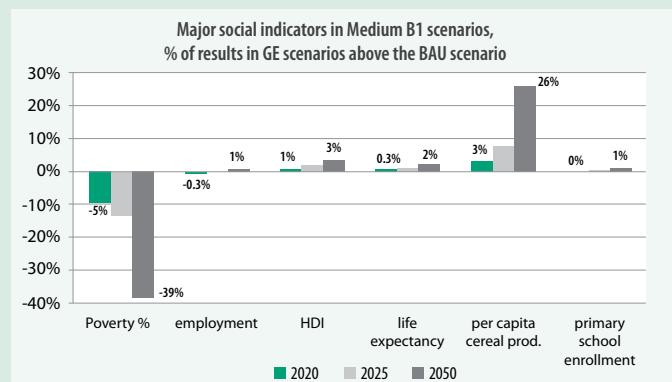
As has already been shown, Burkina Faso has adopted in turn a number of different types of policy and strategy. In this process, some issues have been addressed fully or in part while almost nothing has been done about others. We may therefore justifiably raise the question of what Burkina Faso stands to gain from an inclusive green economy. How can it make a difference to meeting the challenges of development in the context of the country? The following section will try to answer these questions. It will turn around two areas of concern: vision and goals of development; major challenges and imperatives of development.

#### 5.1.1 Vision and goals of development

In the SCADD strategy and in terms of development, numerous imperatives need to be addressed. These are of three types: economic, social and environmental. At the economic level, the imperative is to seek to achieve quality economic growth to reduce significantly the vulnerability of the economy and of the population. At the social level, poverty, access to basic social services, education and social protection are major challenges. Lastly, at the environmental level, the challenge remains the management of diminishing forests and fertile land, air pollution control, etc. Crosscutting issues such as equity, equality, etc., are to be incorporated into efforts to respond to these imperatives. The principles

#### Social effects of an inclusive green economy in Burkina Faso up to the years 2030 and 2050

Following the implementation of inclusive green economy strategies, the proportion of the population below the poverty line should fall to under 20 per cent by about 2030. Those strategies should also help to generate 0.16 million jobs, a little more than in the business as usual scenario. Lastly, the choice of an inclusive green economy should be reflected in an approximately 3 per cent rise in the human development index (HDI) in 2050.



Source: Zhuohua et al. 2014

underpinning an inclusive green economy clearly recommend it as a framework for more effectively addressing these issues.

#### 5.1.2 Major challenges and imperatives of development

Despite all the policies, strategies and other initiatives adopted, the situation in Burkina Faso is one for which an inclusive green economy appears to be a serious alternative for overcoming the main

constraints to development that have persisted since independence. Such indeed is the view of the majority (90 per cent) of the persons questioned in this study (chart 1). That being said, only 27 per cent of the survey group considers that the current framework is relevant for meeting the country's priority needs. This therefore suggests the need for a change of policy/strategy.

### 5.1.3 Poverty reduction

As has become clear from various analyses, despite the macroeconomic performance of the Burkina Faso economy in terms of growth, nearly half the population lives below the poverty line, estimated at 108,454 CFA francs yearly (INSD, 2009; INSD, 2010). Apart from other problems that might account for this situation, there is an issue of income distribution and hence of the distribution of the fruits of growth. However, achieving more inclusive growth, making economic growth pro-poor and attaining the goals of poverty reduction are among the priority concerns that must be met by an inclusive green economy.

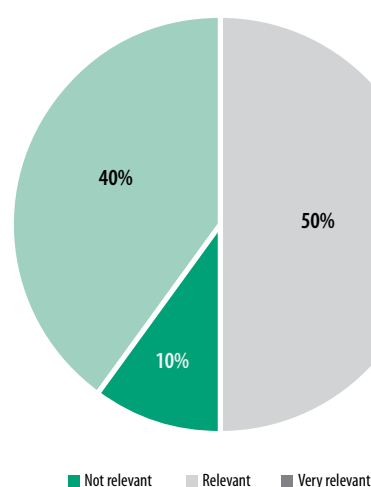
### 5.1.4 Food security

Food security is another of the imperatives to be addressed in Burkina Faso. Still today, 46.4 per cent of the population suffers from hunger and malnutrition. Rural areas are most severely affected. Over the years, fertile land has been shrinking and the productivity of the earth has been decreasing owing essentially to poor management of water resources and land already poor, reckless use of fertilizers, the gradual discontinuation of the practice of fallowing, shorter fallowing periods, etc., along with population pressure.

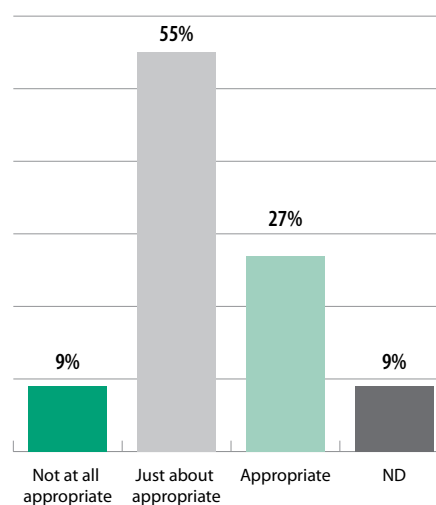
In Burkina Faso as elsewhere, all these factors have effects that are exacerbated by climate change. To reverse the trends, capacity-building, education and the transfer of knowledge are needed to achieve lasting food security. An inclusive green economy has a role to play in this regard. For example, farmers may thereby be encouraged to adopt sustainable agricultural methods that help to prevent environmental degradation and increase production and hence long-term food security.

**Chart 4: Relevance of an inclusive green economy and the current public policy framework**

Relevance of an inclusive green economy to Burkina Faso's development challenges



Relevance of the current general policy framework to Burkina Faso's priority needs



Source: Authors, study data

### 5.1.5 Job creation

Agriculture and livestock farming are among the main sectors of activity for the population in Burkina Faso. They have been joined by the mining sector, which is becoming increasingly important in the Burkina Faso economy. In addition to these sectors, tourism and culture are a source of jobs outside urban areas all the way to village level, with notably tourist guides, site guardians, etc. However, as is noted in the economic analyses conducted by SP/CONEDD in 2011, these sectors depend almost entirely on the environment and natural resources (Lankoandé and Maradan, 2013).

In this context, the maintenance and consolidation of natural resources are of major importance in generating jobs and income for the bulk of the population (80 per cent). An inclusive green economy can play a leading role in this regard.

## 5.2 Inclusive green economy and structural transformation: constraints, challenges and opportunities

Burkina Faso does not yet have an inclusive green economy policy as such. The current macro-economic framework is marked above all by the adoption of a sustainable development approach. Although this approach necessarily refers to related principles, it is not logical to speak of results in terms of an inclusive green economy policy. However, through the application of certain principles in the sustainable development approach, it becomes possible to overcome the constraints and challenges involved now or in the future in the promotion of an inclusive green economy in Burkina Faso, having regard to its specific realities.

### 5.2.1 Constraints and challenges

The main constraints and challenges for the promotion of an inclusive green economy are as follows:

- **At the level of central government**
- **Weakness or even refusal of support of private sector actors:** For the Government, the transition towards a green economy entails a refocusing of investment priorities on areas that lend themselves to the ecological conversion of economic sectors. This will require a change in modes of production and consumption and will probably generate varying costs of conversion or adaptation for the private sector.
- **Financial, material and human resources:** The transition towards an inclusive green economy will require significant funding and, in view of current assets and priorities, this may be an obstacle to its implementation for the Burkina Faso Government.
- **At the level of State actors**
- **Human resources:** In Burkina Faso, the concept of an inclusive green economy is fairly new. To promote this political option, a capacity-building programme is required.
- **Policy coordination:** The question of an inclusive green economy concerns all State departments. A number of activities towards the same end must be conducted at various levels. Experience of sustainable development has shown that in this kind of situation, leadership fast becomes a problem that needs to be taken in hand.
- **At the level of non-State actors**
- **Human resources:** As for the other actors, the concept of an inclusive green economy is fairly new. To promote this political option, a capacity-building programme is required.
- **Absence of appropriate technology:** For example, some companies are willing to use renewable energies like solar power but lack the appropriate technology.

- **The cost of clean (appropriate) energy:** In some cases, while the energy may exist, its cost makes it unaffordable.

At the institutional level, the extent of the constraints is shown in the following chart.

## 5.2.2 Opportunities

Several factors make Burkina Faso a favourable framework for the promotion of an inclusive green economy. The main of these are as follows:

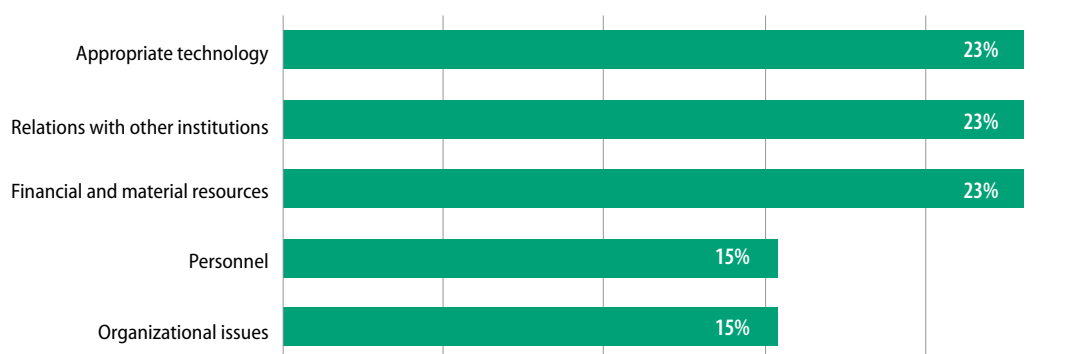
- **Existence of considerable development potential in key sectors like those described in section 5.3.2:** agriculture, mining, industry, water, tourism, crafts, transport and trade, etc.
- **Political will and engagement:** This factor is demonstrated in part 2, which discusses all the policy initiatives taken and mechanisms implemented with a view to sustainable development.
- **Existence of a strategy for accelerated growth and sustainable development (SCADD):** As was noted earlier, the SCADD strategy is a development strategy largely predicated on inclusive green economy and structural transformation principles. It accordingly offers a working basis and a

real opportunity for moving towards a genuine inclusive green economy in Burkina Faso. However, within the framework of this strategy, and among the specific realities of Burkina Faso to be considered for an inclusive green economy, the following should be noted:

- (i) The importance of the social solidarity dimension (food security, drinking water, health care, etc.). In Burkina Faso, poverty is a concern. Some 44 per cent of the population lives below the poverty line, with the highest incidence of poverty and hence of vulnerability in rural areas.
- (ii) The role of agriculture in the broad sense (crop and livestock production, tapping of natural resources) as a basis for inclusive economic growth for the country: more than 80 per cent of the population is employed in agriculture. Over and above questions of food security, this is one of the key components of the economy. In order then to integrate it into an inclusive green economy with a view to structural transformation, well-crafted policies and strategies are needed.
- (iii) The vulnerability of the rural population to climate hazards, especially climate change, particularly in the Sahel, is a proven risk in

**Chart 5: Major institutional and organizational constraints for an inclusive green economy**

Major institutional and organizational constraints (%)



Source: Authors, study data

terms of food security. Inclusive green economy principles enable these risks to be better managed, in particular through better management of existing resources and the creation of new methods better adapted in terms of resilience to climate change in particular. This situation consequently offers an opening for an inclusive green economy to demonstrate its worth.

- (iv) Water resource management, as one of the cornerstones of a strategy for green growth in Burkina Faso, but also as a factor for agricultural intensification and community resilience, presents strategic challenges.
- (v) A booming mining sector (industrial-scale mining and artisanal gold washing) presents major economic opportunities and real risks (at the social, environmental and political levels).
- (vi) The country's particular profile in terms of energy resources: it has no oil resources and faces urgent challenges in respect of rural electrification and decentralized energy services (including a growing renewable energy component). As was mentioned earlier in this report, this profile heavily weighs upon the development of economic activities as a whole on account of the relatively high cost of energy. This constraint offers a real opportunity for an inclusive green economy, particularly for the renewable energy component, notably solar energy.
- (vii) A strategic engagement in favour of decentralized governance structures towards what may be called a subsidiarity principle.
- (viii) Strong population growth (which could lead to a twofold increase in the size of the population under the age of 30) and a tendency towards uncontrolled urbanization, particularly in the capital, Ouagadougou. An inclusive green economy would make

it possible to take greater advantage of the demographic dividend and to promote sustainable cities, infrastructure and ways of life.

- (ix) A situation of "underdevelopment" in terms of financial, institutional and technological services, but also of modes of consumption. Such a situation could paradoxically be an opportunity for finding new solutions, particularly those offered by an inclusive green economy.

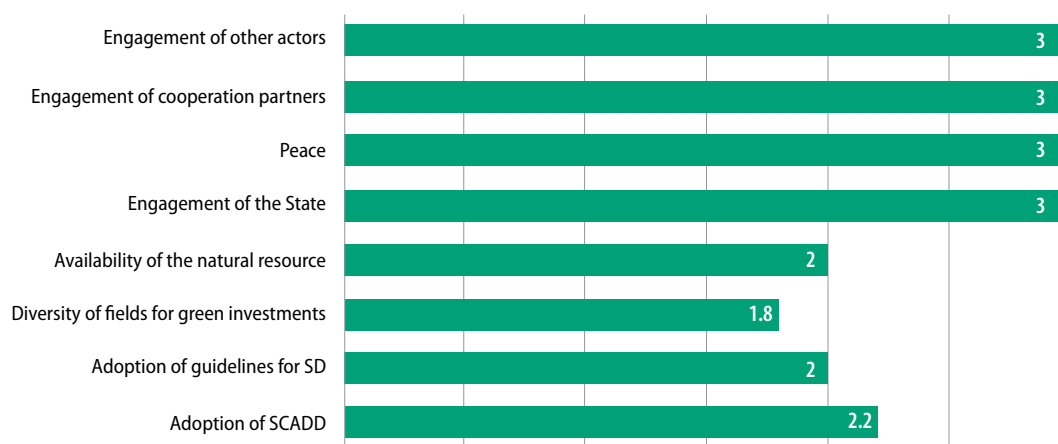
- **Awareness at the level of civil society:** Spurred by international initiatives, Burkina Faso civil society has become aware of the importance of sound natural resource management. The Government is increasingly being called on to address the issue. In this regard, the NGO permanent secretariat, which is the leader of this movement, has adopted the country strategy of the African Development Bank for a green economy.
- **A context of socioeconomic and environmental constraints:** In many cases, constraints become opportunities. This is probably true in the country's energy sector. Burkina Faso is heavily dependent on firewood (82 per cent of the primary energy balance), almost totally dependent on imported fossil fuel and relies for more than 70 per cent of its electricity on thermal energy. It follows that the economy is heavily dependent on imported hydrocarbons, with two momentous consequences for industry: the high price of the kilowatt hour (from 75 CFA francs for social utilities to 110-120 CFA francs or more) and vulnerability to external shocks.

In such a context and in contrast with a policy of subsidies, an inclusive green economy offers satisfactory solutions to the problem. The potential exists. The following chart provides an overview of the relative importance of each opportunity.

## Chart 6: Opportunities for the promotion of an inclusive green economy in Burkina Faso

Opportunities for the promotion of an inclusive green economy

■ Average score (1 to 3)



Source: Authors, study data

## 5.3 Outline of linkages between an inclusive green economy and structural transformation

### 5.3.1 General outline

In view of the persistence of certain development challenges (poverty, inequality, etc.) and despite the policies and strategies designed and implemented for more than 50 years and the importance of an inclusive green economy, Burkina Faso should look beyond the principles disseminated in sectoral policies in order to promote a genuine policy for an inclusive green economy and structural transformation. To this end, the Burkina Faso Government should undertake the process summarized in the following diagram.

### 5.3.2 Areas of interest for an inclusive green economy and structural transformation in Burkina Faso

In accordance with the general outline proposed above, the goals and priorities should be established with the participation of all the actors so as to guard against any resistance. However, already at this stage, in view of the imperatives of development, particularly those described in the SCADD

strategy and the PNND programme, efforts to promote an inclusive green economy may start in the following main areas or sectors, having regard to their potential for creating jobs and reducing poverty, but also in consideration of the relative size of their ecological footprint.

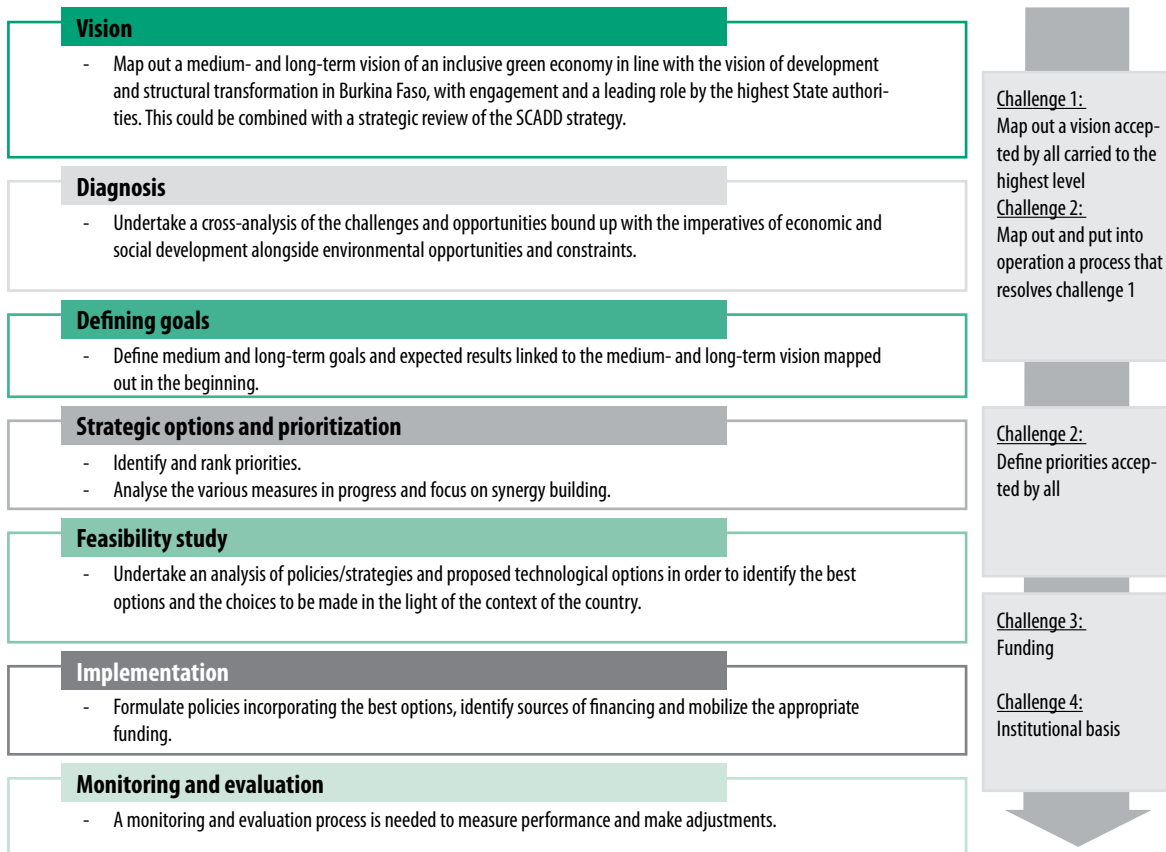
#### 5.3.2.1 Agriculture

Agriculture, which plays a key role in economic and social well-being, is a highly strategic sector for poverty reduction on account of its share in GDP and the number of persons who depend on it. As is shown by the economic studies conducted by SP/CONEDD in 2010 and 2011, agriculture is also a sector with a significant ecological footprint. In this context, an inclusive green economy in the service of sustainable development and poverty elimination should enable certain major challenges to be met, such as climate change and ecosystem degradation. In the absence of such a scenario, these phenomena will have a negative impact on agriculture and will be reflected in particular in a general lowering of agricultural productivity, which runs counter to the goals set by the country.

In the context of Burkina Faso, an inclusive green economy must be implemented through the use of sustainable irrigation practices aimed at preserving soil quality, increasing biodiversity and maxi-



## Diagram 4: Outline formulation of a policy for an inclusive green economy and structural transformation in Burkina Faso

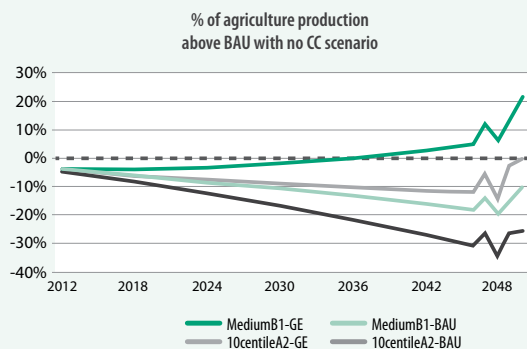


Source: Authors

mizing higher productivity levels to ensure incomes and feed a population that includes a large proportion of poor people.

### Effects of an inclusive green economy on agriculture production

By the year 2050, an inclusive green economy strategy in Burkina Faso would bring about a 25 per cent increase in per capita cereal production (as compared with BAU (business as usual))



Source: Zhuohua et al (2014).

In the context of poverty in which the people of Burkina Faso live, an inclusive green economy will be all the more effective if it targets small farmers in particular. That will have the advantage of reducing poverty and encouraging investment in the natural resources on which these poor people in particular depend, by ensuring sustainable land management. As is noted in the report on sustainable development in Burkina Faso, the greening of small-scale farming through the promotion and dissemination of appropriate, sustainable technologies could constitute the most effective approach for:

- Increasing food production;
- Further reducing carbon emissions;
- Ensuring access to international markets for ecological products, for which there is a growing demand.

### 5.3.2.2 Mining

Like agriculture, mining is a key economic sector in Burkina Faso. Gold is the prime export product and is currently the main source of foreign exchange. However, the mining of this resource may do more harm than good if it is not accompanied by measures to protect the land, water, local communities, etc. According to studies conducted by SP/CONEDD, because of its current gold mining practices, every year Burkina Faso loses the equivalent of 11 billion CFA francs. Under such circumstances, the transition towards an inclusive green economy needs to go hand in hand with the imposition of clearer environmental taxes in order to reinvest in human resources, land preservation, water protection or depollution, etc.

### 5.3.2.3 Industry

In order to meet such major challenges as poverty reduction, the achievement of food security, etc., (Cf. section 5.1.2) and to do so in a lasting manner, the question of industrial development must be at the core of the policies and strategies of Burkina Faso. In the current context, the country's economy has remained at a low level of development, keyed to a few sectors including agriculture. Such a situation has had three major negative consequences for the development and structural transformation of the country:

- Limited diversification of the economy, which limits the potential for job and income generation;
- Limited processing capacity, which is however the main source of added value creation at the national level;
- Limited integration into the global market, representing a loss of opportunity for the country's growth and foreign exchange.

That being said, one of the main constraints on industrial development in Burkina Faso lies in the high cost of the factors of production, particularly energy. It is the country in the subregion where the highest prices are paid for water, electricity and gas (for example, for electricity, the price of

the kilowatt hour is 75 CFA francs for social utilities and 110-120 CFA francs). This is partly due to the fact that 70 per cent of the energy produced is of thermal origin.

An inclusive green economy helps to make up for shortcomings in energy supply, in particular by promoting new and renewable energies in a context of industrialization and social development. The choice of renewable energies for development such as solar energy could make it possible in particular to:

- Reduce the price of electricity in the medium and long term to make the industrial sector more cost-effective, more competitive and hence more attractive. This could be expected to attract more investors, diversify the economy and create more jobs and added value;
- Strengthen the resilience of the sector and all the economy to the volatility of oil prices;
- Reduce the level of pollution caused by thermal power plants;
- Better protect the environment through reduced timber removal (deforestation);
- Reduce pollution-linked health impacts of combustion of fuelwood and fossil energy;
- Reduced the incidence of poverty by promoting universal access to cheap and reliable sources of energy.

In a joint ECA/UNEP study (2012), it emerges that in a country like Senegal a 100 per cent replacement of incandescent lamps with compact fluorescent lamps would lead to annual energy savings of around 73 per cent (nearly US\$30 million yearly). This would enable other major investments to be made.

### 5.3.2.4 Energy and waste products as a source of energy

Investing in the vast potential of renewable energy sources offers an important springboard for the promotion of green energy in Burkina Faso. Cost-effective solutions include biomass and photovoltaic solar energy on account of the possibili-

ties of flexible small-scale use. As was noted earlier, in some cases this option yields a 73 per cent reduction in energy costs. This would be a huge advance towards the goal of electricity for all and increased competitiveness in a large number of sectors and subsectors.

Within the framework of an inclusive green economy, several means can be employed to promote greener energy supply and use, notably the removal of tariff and non-tariff barriers, improved production and processing standards, promotion of eco-labelling and energy efficiency in household appliances and the establishment of a set of incentive and dissuasive measures (like special rates for seed money loans to encourage the development of renewable energy sources). The “sustainable energy for all” initiative of the Secretary-General of the United Nations offers Burkina Faso an opportunity to make noteworthy advances in the energy field.

Where waste management is concerned, Burkina Faso has no tradition of waste recycling or the use of waste products as sources of energy. However, waste management and recycling create jobs and income and contribute to a healthier living environment.

With this in view and within the framework of an inclusive green economy, the first political choice should be in favour of biomass waste which can be used as compost or serve as a source of energy. This should be followed by the formulation and adoption of a national solid waste policy.

### **5.3.2.5 Forest management**

Forests provide large quantities of timber and non-timber products, thereby contributing to the well-being of local communities in Burkina Faso. They also perform major functions in the ecosystem (in particular, climate regulation, carbon sequestration and watershed protection). However, forests are subject to rapid degradation through over-exploitation and the pressure exercised by other uses including gold washing, agriculture and livestock farming.

For this reason, the transition towards an inclusive green economy in Burkina Faso should go hand in hand with increased investments in the protection and restoration of natural resources, which shape the lives of the poorest. To this end, the country should avail itself more of the new types of opportunity offered by forests, relating for example to carbon sequestration, the provision of means of subsistence and the generation of revenue at the national and local levels.

For example, a programme of community forest management has the advantage of creating jobs locally, generating income and ensuring a sustainable production of firewood and other non-timber products. A programme of subsidies for improved cooking stoves and the development of biodigesters is a better way of ensuring the transition of forestry towards an inclusive green economy. This being so, it is the responsibility of the authorities to take legal, tax and governance measures to tilt the balance towards sustainable forestry. Measures to establish logging zones and prevent the illegal felling of trees may also help to ensure sustainability in this sector.

### **5.3.2.6 Water**

In Burkina Faso, those without access to water use a substantial part of their income to buy water and spend a considerable amount of their time transporting it (particularly women and children). As population numbers and economic needs grow, increased demand for water will lead to additional pressure on this increasingly scant resource. Furthermore, water-related problems will be exacerbated by climate change.

Increased investment in water resources is therefore a precondition for progress and is, moreover, part and parcel of the transition towards an inclusive green economy. Sound environmental management is accordingly essential to ensure the water security of the population. Appropriate technology should be adopted on various scales to this end and disseminated widely (water harvesting, dams, groundwater, housing design, waste water recycling).

### 5.3.2.7 Tourism

Burkina Faso has enormous potential for the development of tourism, as was mentioned earlier. Investments in environment-friendly tourism may further stimulate economic growth, reduce poverty and create jobs while more rationally generating resources, minimizing environmental degradation and maximizing natural resource conservation capacity.

### 5.3.2.8 Transport and trade

The role of transport in the economy of Burkina Faso is limited by the high cost of fuel and the volatility of fuel prices on the international market. In an attempt to reduce this cost, carriers use poor-quality fuel which causes considerable air pollution. This situation is a huge obstacle to the country's domestic as well as regional and sub-regional trade. It also creates a public health issue with an increasingly high incidence of respiratory disease and cancer (SP/CONEDD, 2011).

In such a context, the choice of an inclusive green economy should serve both to support trade and reduce the effects of pollution in terms of health costs, both for households and for the State.

In regard specifically to trade, it should be remembered that Burkina Faso is barely represented on the international market. As with many African countries, its trading activities consist essentially in the sale of raw materials and agricultural commodities owing to the small diversification of the economy, small processing capacity and low level of industrialization of the country. By developing renewable energies through an inclusive green economy, Burkina Faso could then better position itself on the international market through the development of its industry.

### 5.3.2.9 Crafts

In Burkina Faso, handicrafts, which was originally an extra activity to meet economic needs (weaving, pottery, forging, etc.) or cultural needs (carving of statuettes and masks), is now a major

source of employment and hence of income for households. In the current context, this sector has a key part to play in the process of modernizing the economy of Burkina Faso. It is currently estimated that crafts account for some 30 per cent of gross domestic product. Since 1994, following the devaluation of the CFA franc, the sector is thriving and has become an engine of national and international market growth, with a positive impact on the trade balance. A large number of national and international events provide Burkina Faso crafts persons with an opportunity to position themselves on the international market.

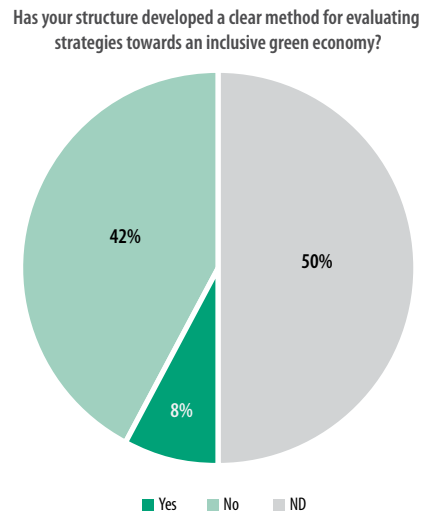
That being said, crafts in Burkina Faso depend heavily on the use of natural resources like timber, fuelwood, water, etc. In the absence of a sustainable resource management policy, these activities will inevitably experience considerable shrinkage as the natural resources which constitute their raw materials become increasingly scarce.

The development then of a green crafts sector may ensure the sustainability of craft activities and thereby enhance their potential for improving the balance of payments through the conquest of new markets and for creating new jobs, thereby contributing significantly to poverty reduction. In a word, and as in the case of other sectors like transport, such a choice could enable the Burkina Faso economy to better position itself on the international market.

## 5.4 Main tools

In the absence of an inclusive green economy policy, it is not possible to speak of related tools. The following chart clearly illustrates the situation. Overall, only 8 per cent of those concerned have developed a clear method of evaluation in respect of the principles for an inclusive green economy.

According to the data collected, the main tools used by structures that have developed a method of evaluation are summarized in the following table (Cf. Table 15).

**Chart 7: Uses of methods of evaluation**

Source: Authors, study data

**Table 17: Tools used in connection with inclusive green economy principles in Burkina Faso**

Tools	Description
Evaluation	Implementation rate, audit and environmental impact
Changes in biodiversity	Daily monitoring by DCIM (SP/CONEDD), reforestation
Energy efficiency	No description provided
Changes in modes of production and consumption and of sustainable production	Surveys, field visits, use of solar energy
Air pollution	Measurements of CO2 contained in the air
Green investments	Annual balance sheet
Land management	CCP-ongoing project, area recovered
Progress in sustainable development	Sustainable development analysis grid (GADD) of IOF
Modelling and statistics	Model T21
Governance analysis	MAEP-GADD

Source: Authors, study data

It is generally noted that there has been little development of a culture of monitoring, evaluation and measurement, very often for the following reasons: lack of human, material and financial resources, non-existence of monitoring criteria at the start of initiatives. For the promotion of an inclusive green economy in Burkina Faso, this variable must be truly taken into account. On the basis of studies and analyses conducted by bodies

like UNDP and UNEP, the following indicators may be a working basis. With the transition towards an inclusive green economy, these tools will need to be adapted to the specific realities of the country.

**Environmental tax reforms and levies:** This rubric covers a range of tax and pricing measures that may potentially contribute to increased tax revenue, improved efficiency and social equity

Table 18: Typology of tools and main functions

TYPOLOGY OF TOOLS AND MAIN FUNCTIONS							PLANNING	FINANCE	MONITORING
	INCENTIVIZE				Tools to manage uncertainty		Tools to manage uncertainty	Financing and investment tools	Monitoring tools
	Tool for pricing pollution and the use of natural resources	Tools to supplement pricing policies	Tools to promote inclusion	Tools to manage uncertainty	Tools to manage uncertainty	Tools to manage uncertainty			
Environmental tax reforms and levies	✓		✓						
Review of public expenditure on the environment	✓	✓			✓				
Sustainable public purchases		✓	✓					✓	
Strategic and environmental evaluation		✓	✓						
Social protection mechanisms		✓	✓					✓	
Payment of environmental services	✓		✓					✓	
Certification for sustainable production			✓					✓	✓
Environmental policy tools: communication and management		✓	✓						

TYPOLOGY OF TOOLS AND MAIN FUNCTIONS							
Green innovation and industrial policies		✓				✓	
Decision-making in uncertain circumstances			✓				
Impact evaluation project			✓				
Analysis of labour markets and effects on income		✓	✓				
Sustainable land management – framework and guidelines for land policy	✓	✓	✓				
Integrated water resource management	✓	✓	✓				
Green accounting							✓

Source: AfDB;<sup>1</sup> OECD;<sup>2</sup> UN;<sup>3</sup> World Bank;<sup>4</sup> 2014

<sup>1</sup> African Development Bank

<sup>2</sup> Organization for Economic Cooperation and Development

<sup>3</sup> United Nations

<sup>4</sup> World Bank



while promoting environmental goals. They include (1) natural resource pricing measures such as forestry and fishing taxes; (2) a reform of subsidies on products and taxes; (3) the cost of stimulus measures, such as costs for using energy and water, which are largely applicable, but that need to be carefully implemented to supplement other pro-poor measures; (4) pollution taxes, which are particularly appropriate for countries where industrial pollution is a serious problem. From the point of view of the Burkina Faso economy, the Ministry of the Economy and Finance could compile a list of all natural resources that would be subject to such taxes, the application of which will serve not only to broaden the tax base but also to protect natural resources at the same time.

**Review of public expenditure on the environment:** This review serves to determine how resources are allocated within and between sectors and/or at national and regional levels and to evaluate the effectiveness and efficiency of such allocations in terms of environmental priorities. It thus serves to highlight the gap between environmental policy and the resources assigned to it (expenditure). The review of public expenditure on the environment is also an opportunity to identify, quantify and maximize potential public revenue from under-evaluated natural resources such as forestry, fisheries and mineral resources.

**Sustainable public purchases:** These are seen as the process whereby a public entity maximizes satisfaction of its requirements (goods, services and public works) while ensuring advantages for society and for the economy as a whole with due regard for its budget and while minimizing the consequences for the environment.

**Environmental and strategic evaluation:** This refers to a series of analytical and participatory approaches aimed at integrating environmental concerns into public policy and evaluating interactions with economic and social concerns and climate change. Present at the earliest stages of decision-making, its purpose is to assist in framing policies and evaluating the effectiveness of their

potential for development and sustainability. It focuses on identifying compromises between the environment and social and economic goals. This is useful in determining whether apparently “green” policies may have perverse effects.

**Social protection mechanisms:** These are designed to ensure that persons in need of a minimum of protection benefit from services so as to prevent them from slipping into extreme poverty or help them to escape it. A social protection floor tailored to the specific context of the country should seek to gradually ensure universal, comprehensive coverage, with a shared long-term vision, based on what already exists (social safety nets, which are temporary, residual and limited to certain beneficiaries and/or geographical areas and often reflect only emergency needs such as the need to respond to food and financial crises). This type of tool could be useful to the Ministry of Social Action and National Solidarity, which is concerning itself with these issues in Burkina Faso.

**Payments for environmental services:** These are defined as “a conditional voluntary agreement between at least one seller and one buyer on a well-defined environmental service or a land use presumed to produce that service”. The possibility of compensation for the guardians of an environmental service may increase the benefits of ecosystem services on various international, national, regional and local scales. This type of tool is already used for water, particularly in the case of integrated water resource management. It may also be developed for other natural resources like non-timber forest products.

**Certification for sustainable production:** Certification is a means of identifying goods and services with the potential to reduce negative environmental and social impacts. The differentiation of green products may increase their market value. Certification also contributes to economic growth while improving environmental practices and ensuring the sustainability of resources. Acting like consumer information systems, the certification systems are as follows: (1) multilateral agreement

on what constitutes the best practice, acceptable over a set of standards; (2) audit process to evaluate conformity; (3) process to monitor the sustainable source; (4) product labelling. This tool could be developed and used by MASA,<sup>27</sup> MICA<sup>28</sup> and MEDD,<sup>29</sup> in particular to position Burkina Faso on the growing international bioproduct market.

**Environmental policy tools: communication and management:** These tools take the form of evidence-based communication strategies aimed at stimulating and supporting environment-friendly behaviour in society.

**Green innovations and industrial policies:** Innovative green policies seek to trigger green innovation while encouraging innovation in every field (crosscutting policies) or to support a specific technology (sectoral policies). Such policies aimed to ensure a greening of the productive structure of the economy by targeting industries or enterprises. They include specific subsidies for research and development in industry, capital subsidies, tax relief, etc.

**Decision-making in uncertain circumstances:** Several approaches are used to minimize risks of uncertainty in the framing of green growth strategies: cost-benefit analysis, real options approach and a knowledge-based analysis of decision-making.

**Analysis of labour markets and effects on income:** This analytical tool provides a means of identifying rather precisely the changes, opportunities and challenges of the labour market, in particular for young people (women and men). It facilitates the identification of opportunities for job creation and potential job losses, sector by sector, and changes in income by type of household. Over and above impact evaluation, the tool provides information on the labour market and highlights possibilities for creating decent jobs, for young people for example. It is

also a source of information on policy-making, with regard in particular to needs for formal job openings in certain sectors, support for small enterprises, notably for young entrepreneurs, or infrastructure investment. The data generated by the tool serves a good basis for evaluating the transformation and its implications for education, vocational guidance and training policies.

**Green accounting:** Green accounting seeks to factor into national accounts natural resource contributions, damage and depletion in terms of production and human well-being. For example, adjusted net savings offer a means of measuring the net increase in total wealth (natural, human and material), including by taking into account the assets produced and environmental depletion and degradation. It thus provides guidance on future trends in well-being. With green accounting, indicators such as balance sheets may be used with GDP in order to more accurately assess the extent to which a country is on the right track for sustainable development. It also provides detailed accounts for natural resource management. Many countries have adopted this kind of accounting over the past 20 years, particularly for water, energy and pollution. In Burkina Faso, this type of accounting could be developed by the Ministry of the Economy and Finance, in conjunction with the National Institute of Statistics in particular. This would make for better management of natural assets, human development, material investment, etc.

<sup>27</sup> Ministry of Agriculture and Food Security

<sup>28</sup> Ministry of Industry, Trade and Crafts

<sup>29</sup> Ministry of the Environment and Sustainable Development

## 6. Conclusion and recommendations

### 6.1 Conclusion

The macroeconomic framework of Burkina Faso gives a mixed picture in terms of promoting an inclusive green economy. The policies pursued have served above all to improve macroeconomic management and performance. In spite of the significant progress achieved several aspects of development such as health, education, poverty, social inequalities, economic diversification, increased added value, energy production, etc. still require a great deal of attention.

Burkina Faso does not have an inclusive green economy policy. However, analysis of the country's socioeconomic and environmental characteristics shows that for there to be a lasting structural transformation, there seems to be no way other than that of an inclusive green economy. That being said, by endorsing in particular the principles and recommendations of the 1992 Rio Summit and the 2002 World Summit on Sustainable Development and the Rio +20 Summit (2012), Burkina Faso in fact recognizes that the transition to an inclusive green economy could offer fresh opportunities for achieving the sustainable development goals. The public policy context is also marked by inclusive green economy principles. Analysis of socioeconomic and environmental data reveals that an inclusive green economy is a solution and an asset for sustainable, inclusive development. It offers opportunities for job creation (whose potential remains yet to be explored) in a context of structural transformation. Moreover, for nearly 30 years, numerous policies, strategies and measures attest to Burkina Faso's desire to put in place a green economy. This process is unfolding against the background of a civil society that remains convinced that an environment-friendly economy is beneficial to all and is striving to promote it.

A strategy for an inclusive green economy is a response to the strong and recurrent demand of rural communities for a better distribution of the supply of goods and services (water, energy, etc.) and for seeking, identifying and promoting opportunities for economic development in the agricultural field scaled to their own needs. It is also a way of achieving structural transformation and industrial development, which are having difficulty in achieving liftoff owing to the high costs of the factors of production, in particular energy. Lastly, an inclusive green economy is one of the means whereby the country may achieve greater independence in relation to external shocks (particularly variations in oil prices), which affect considerably the efforts made in the country and its economic performance.

In spite of the constraints and challenges that will flow from changed ways of life and modes of production, Burkina Faso should opt for an inclusive green economy in view of its advantages. Real opportunities exist for it to do so in the form of political will and engagement, experience with many of the principles of sustainable development and an inclusive green economy, etc. At this stage, a strategic review of the strategy for accelerated growth and sustainable development seems to be a good working basis for structural transformation.

Implementation of an inclusive green economy calls for strong political engagement and an in-depth review of the macroeconomic framework and sectoral policies. Increased efforts also need to be made to develop public policy tools and methodologies in order to promote this type of economy. In the current context, in order for the process of transition towards an inclusive green economy to be truly set in motion, there must be an ongoing dialogue with policymakers in Burkina Faso at the highest level, based on the results of studies.

## 6.2 Recommendations

- Burkina Faso should frame a comprehensive, integrated policy/strategy for an inclusive green economy.** With this end in view, diagram 4 (section 5.3.1) proposes a policy framework. As the diagram suggests, this type of policy/strategy calls for a lasting partnership between all the stakeholders in the economy (State, private sector, civil society, international partners, etc.). It is accordingly important from the outset to develop a shared vision, accepted by all. This requires the engagement of the authorities at the highest level and the involvement of the private sector in all stages of the process. It should also be ensured that measures to encourage sustainable modes of production should be gradually introduced. This process could begin with a concerted review of the SCADD strategy from the perspective of an inclusive green economy aimed at structural transformation.
- A successful transition towards an inclusive green economy calls for a cross-analysis of the current challenges and opportunities in the light of economic and social development imperatives and environmental and natural resources management opportunities and constraints.** Once these factors are fully taken into account, the basic conditions will be in place for the sound implementation of an inclusive green economy policy.
- Initially, Burkina Faso should direct its strategy for an inclusive green economy towards the development of renewable energies and the transformation of the agricultural sector in the interests of greater productivity.** The data considered in the study show that these issues are at the centre of agricultural emergence, the modernization of the crafts sector, industrial revitalization, transport development, protection of forests currently over-exploited for the energy needs of households, etc.
- The public authorities of Burkina Faso need to build their capacity to effectively support the implementation of an inclusive green economy.** In this connection, they need to build their capacity to analyse challenges, identify opportunities, establish priorities for action, mobilize internal and external financial resources, implement policies and evaluate the progress made.
- For the effective implementation of an inclusive green economy policy, appropriate tools must be promoted, in particular tools and methodologies for integrated evaluation and the upgrading of statistical data.** Capacity-building programmes, supported in particular by technical and financial partners, are needed to ensure the effective implementation of an inclusive green economy policy. The Economic Commission for Africa (ECA) could play a key role in this regard.
- Burkina Faso must maintain a general macroeconomic environment and a business climate that will facilitate the process of transformation.** Burkina Faso should continue and build on its tradition of good macroeconomic management in regard for instance to public finance management and debt policy. It could take more risks and be more “aggressive” in seeking greater diversification its economy and conquering international markets in order to improve its foreign balance and mobilize currency. To this end, steps should be taken in particular to facilitate private initiative, investment financing, appropriate technology transfer, establishment of an effective energy sector, industrial skills training, management training and the use of public policy tools to promote an inclusive green economy, agricultural transformation, industrialization and exports.

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