



AFRICAN PEER REVIEW  
MECHANISM

COUNTRY REVIEW REPORT  
OF  
BURKINA FASO

MAY 2008

COUNTRY REVIEW  
REPORT N° 9

## FOREWORD

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It gives me great pleasure to present the African Peer Review Mechanism (APRM) Country Review Report and the national programme of action of Burkina Faso. This is the ninth report in the series and the sixth to be accomplished under my stewardship as chairperson of the African Peer Review (APR) Forum.

Burkina Faso is among the first group of countries of the West African subregion that pioneered the implementation of the APRM. Having voluntarily acceded to the APRM in March 2003, Burkina Faso embarked on the onerous task of preparing its Country Self-Assessment Report (CSAR). At the end of the self-assessment process, it hosted the Country Review Mission (CRM) from 18 February to 16 March 2008, and this phase culminated in the peer review of Burkina Faso at the First Extraordinary Summit of the APR Forum in Cotonou, Benin, on 25 October 2008. It is a historic achievement and I once again congratulate my colleague, His Excellency President Blaise Compaoré, on the successful accomplishment of this all-embracing and very intensive process.

As indicated in the report, in spite of the difficulty in obtaining resources, Burkina Faso has made substantial progress in several fields such as education, health and housing. The increasing credibility enjoyed at political and diplomatic levels affords Burkina Faso an appreciable capacity for negotiation that enables the country to play an important role as mediator of conflicts in the subregion and elsewhere on the continent. The main challenge ahead is to sustain the momentum of the peer review process through the successful implementation of the programme of action arising from this exercise. The APR Forum will maintain sustained interest in the implementation process and receive annual progress reports thereon.

It is noteworthy that Africa's position today is quite different from that which it occupied during the past decade. There is encouraging economic turnaround with progress in macroeconomic stabilisation in many African countries – in spite of the prevailing global economic crisis. This reflects the implementation of sound economic policies, and a move towards the establishment of rules-based institutions and participatory forms of government that foster consensus between the state and civil society.

However, this progress – welcome as it is – has remained too modest to make an impact on the continent's pervasive poverty. Investment has remained subdued, limiting the efforts to diversify economic structures and accelerate human development. Further, a number of countries have only recently emerged from civil wars that have severely hampered their development efforts, while others are still burdened with conflicts. At the same time, globalisation has raised the stakes by offering greater opportunities for faster economic growth while significantly raising the risk of marginalisation for the countries that fail to integrate into the global economy.

Harnessing Africa's immense potential therefore constitutes a global priority for the 21<sup>st</sup> Century. Our common challenge is to build the future on the basis of accelerated development and shared growth through reduced unemployment, higher living

standards, less poverty and deprivation, and a redistribution of wealth and income in favour of the poor. The African Union (AU), with its vision of economic integration across the continent, and its APRM, will surely play an increasingly pivotal role in bringing about this transformation.

The APRM is a bold and unique African-owned initiative designed to ensure that the policies and practices of participating countries conform to the agreed political, economic and corporate governance values, codes and standards enshrined in the Declaration on Democracy and Political, Economic and Corporate Governance of the New Partnership for Africa's Development (NEPAD). It aims to set in motion a strategic reorientation towards the validation of universal as well as African values of governance, and to accelerate the process of national economic growth and development, intra-African cooperation and integration. The APRM, therefore, is a prime mover of the African renaissance and revival, and the centrepiece of the NEPAD process for the socioeconomic development of Africa.

As an instrument for peer learning and experience-sharing, the APRM should not be construed as a scorecard of a pass-or-fail nature, or as a new conditionality for donor assistance. It should rather be viewed as an instrument for improving governance and building consensus among all stakeholders for development within a state, while sharing best practices and problem-solving techniques across states.

At this juncture, I would like to thank the government and people of Burkina Faso, as well as the other countries participating in the APRM, for their demonstration of determination and commitment that enabled us to arrive at this stage of the implementation of the mechanism as a whole. I am extending the same gratitude to my peers in the APR Forum and to the strategic partners of the APRM – the African Development Bank (ADB), the United Nations (UN) Economic Commission for Africa (ECA), and the United Nations Development Programme (UNDP) Regional Bureau for Africa – for their invaluable contribution to the success of the review.

This report owes much to the commitment and dedication of the seven-member APR Panel of Eminent Persons and the APRM Secretariat. Finally, I thank the team involved in the preparation of this report, which the indefatigable Mohammed Seghir Babès and Marie-Angélique Savané led relentlessly and energetically. Indeed, the members of the team invested their time and effort generously in conducting the studies and writing this report, which constituted the basis of the peer review of the 'cradle of African cinema and cultural arts' – the Republic of Burkina Faso.

**His Excellency Meles Zenawi**

**Chairperson of the APR Forum**

## COUNTRIES PARTICIPATING IN THE AFRICAN PEER REVIEW MECHANISM (APRM) AND PANEL OF EMINENT PERSONS

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### Countries participating in the APRM

Countries participating in the APRM as of 30 March 2008 are as follows:

*Algeria, Angola, Benin, Burkina Faso, Cameroon, Republic of Congo, Djibouti, Egypt, Ethiopia, Gabon, Ghana, Kenya, Lesotho, Malawi, Mali, Mauritius, Mauritania, Mozambique, Nigeria, Rwanda, São Tomé & Príncipe, Senegal, Sierra Leone, South Africa, Sudan, Tanzania, Uganda and Zambia*

### The APR Panel of Eminent Persons is composed of:

Professor Adebayo Adedeji from Nigeria, representing West Africa  
*(President)*

Professor Dorothy Njeuma from Cameroon, representing Central Africa  
*(Member)*

Mrs Marie-Angélique Savané from Senegal, representing West Africa  
*(Member responsible for the Burkina review process)*

Professor Mohammed Seghir Babès from Algeria, representing North Africa  
*(Member responsible for the Burkina review process)*

Ambassador Bethuel Kiplagat from Kenya, representing East Africa  
*(Member)*

Dr Graça Machel from Mozambique, representing Southern Africa  
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## ACKNOWLEDGEMENTS

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The APR Panel of Eminent Persons is pleased to present the assessment report for Burkina Faso. The assessment could obviously not have been completed successfully without the extraordinary cooperation of a great number of people.

The panel emphasises the unflinching support of the Burkinabe people and, in particular, the personal involvement and availability of His Excellency Blaise Compaoré, president of Burkina Faso, who was resolutely involved throughout the APRM process.

The panel also expresses its gratitude to the APRM national focal point, Mr Assimi Kouanda, principal secretary to the president of Burkina Faso, and his team: Mrs Adélaïde Zabramba, vice president of the APRM National Council (NC-APRM); Prime Minister Tertius Zongo and his government; Mr Jean-Baptiste Natama, permanent secretary of the APRM; all other members of the National Governing Council; the regional governors and other deconcentrated authorities; and the mayors and other officials of the local communities for conducting the self-assessment exercise meticulously and diligently and for facilitating the country's assessment by the APRM team with the same competence and determination.

A great number of representatives of public authorities, the private sector and Burkinabe civil society sensitised grass-roots communities, popularised the APRM and provided extremely useful information to the review mission. The panel wishes to thank, in particular, women' organisations, youth organisations, trade unions, employers' organisations, intellectuals, farmers, traditional and religious authorities, traders, and artisans of Burkina Faso. The panel seizes this opportunity to express its sincerest thanks to the different media, both local and international, that covered with objectivity and level-headedness all the activities of the mission and on the entire national territory, thus contributing to the popularisation of the APRM in the country and the subregion.

This report, the ninth of its kind, is the fruit of several months of effort and work by a team of top-level African experts. They worked patiently and relentlessly, under the guidance of Prof Mohammed Seghir Babès and Mrs Marie-Angélique Savané, members of the APR Panel of Eminent Persons, and under the enlightened direction of the panel. The APR Secretariat provided administrative support. The team comprised Mr Mbaya J. Kankwenda, Mr Donatien Bihute, Mr Ousmane M. Diallo, Mr Yenikoye Ismael Aboubacar, Mr Karim Ben Kahla, Mr Léopold Donfack Sokeng, Mr Babacar Gueye, Mr Guy Fortunat Ranaivomanana, Mrs Houda Mejri, Mr Daniel Gbetnkom, Mr Moïse Nembot, Mrs Sylvie Kinigi, Mr Kango Lare-Lantone, Mr Mahmoud Ben Romdhane, Mr Omar Saïp Sy, Mr Dalmar Jama and Mrs Atany Kagnaguine. The APR Panel expresses its profound gratitude to all of them and emphasises the debt it owes to them.

It would not have been possible to assess the four focus areas of the APRM in Burkina Faso without the decisive and unconditional support of the strategic partners of the APRM. They are the African Development Bank (ADB), the African regional office of the United Nations Development Programme (UNDP), and the United

Nations (UN) Economic Commission for Africa (ECA). The APR Panel owes them many thanks and wishes to pay homage to their respective heads – Messrs Donald Kaberuka, Gilbert Fossoun Hounbo and Abdoulie Janneh – for their constant support to the APRM since its inception.

Finally, the APR Panel sincerely thanks all those who worked in the background to translate, revise, improve, amend and correct the initial drafts and make a finished product possible. Their dedication and the time they devoted to the report are highly appreciated.

### **Members of the Panel of Eminent Persons**

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Professor Mohammed Seghir Babès, member responsible for the  
Burkina Faso review process

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Mrs Marie-Angélique Savané, member responsible for the Burkina Faso review  
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# THE MAP OF BURKINA FASO



**BURKINA FASO  
ADMINISTRATIVE MAP**

(13 regions, 45 provinces)

## COUNTRY FACT SHEET

<b>Location</b>	<p>Burkina Faso is a landlocked Sahelian country. It is situated in West Africa within the Niger loop and has the following geographical specifications: 9° 20' and 15° 5' latitude north, 2° 20' longitude east and 5° 30' longitude west.</p> <p>Burkina Faso is bordered in the north and west by Mali; in the south by Côte d'Ivoire, Ghana, Togo and Benin; and in the east by Niger. The country has no gateway to the sea.</p> <p>Time zone: GMT</p>
<b>Area</b>	273,187km <sup>2</sup>
<b>Population</b>	<p>13,440,500 inhabitants (2007 estimate).</p> <p>Population (general population census, 1996): 10,312,609 inhabitants.</p> <p>Population (general population census, 1985): 7,964,705 inhabitants.</p> <p>Annual population growth rate: 2.4%.</p>
<b>Main towns</b>	<p>Ouagadougou (2005): 1,181,702 inhabitants.</p> <p>Bobo-Dioulasso (2005): 435,543.</p> <p>Proportion of urban population (2006): 16.3%.</p>
<b>Climate</b>	<p>Burkina Faso enjoys a tropical climate with two contrasting seasons: a long dry season from October to April, and a rainy season from May/June to September. Average monthly temperatures range between 120° and 42°.</p> <p>It is a savannah region except for the far north, which comprises desert and semi-desert areas.</p>
<b>Independence</b>	5 August 1960.
<b>Constitution</b>	2 June 1991.
<b>Administration</b>	Burkina Faso is subdivided into 13 regions, 45 provinces, 350 departments, 351 communes and 8,228 villages.
<b>Languages</b>	<p>Official language: French.</p> <p>Main local languages: Moor, Dioula and Fulfulde.</p>
<b>Political governance</b>	Multiparty and republican democracy.
<b>Electoral system</b>	Managed by the National Independent Electoral Commission (CENI).

<b>Macroeconomic indicators</b>	GDP (CFAF billion): 3,367.5 (5.1337 billion euro). Real growth rate: 5% in 2008. Per capita gross domestic product (GDP) (CFAF): 239,936 (369.29 euro).
<b>Price index (February 2008)</b>	Variation / February 2008: 0.4%. Variation / March 2007: 7.5%. Inflation rate: 2.4% (2006): -0.3% (2007).
<b>Economic resources</b>	Cotton production in 2006/07 (1,000 tons): 759.9. Number of cattle in 2006 (1,000 heads): 7,759. Gold production in 2004 (kg): 230. Electricity production in 2006 (million kWh): 548.4. Water production by the National Water and Sanitation Bureau (ONEA) 2006 (million m <sup>3</sup> ): 44.8.
<b>External debt</b>	Outstanding external debt (2008): CFAF 653.6 billion (996.4 million euro). External debt servicing (2008): CFAF 22.1 billion (33.69 million euro).
<b>Currency, exchange rate</b>	Currency: CFA franc. Rate to the euro: 655,957.

Source: National Institute of Statistics and Democracy (INSD), 2007 Statistical Year Book.

## SOME ECONOMIC AND FINANCIAL INDICATORS

YEAR	2005	2006	2007	2008
<b>First level</b>				
Basic outstanding budget over nominal GDP in percentages	-4.0	-4.9	-5.2	-3.3
Basic ex-Heavily-Indebted Poor Countries (HIPC) outstanding budget and budget grants/nominal GDP in percentages	-0.5	-2.3	-1.1	-0.5
Annual inflation rate (average annual variations in percentages)	6.4	2.3	-0.2	2.4
Total outstanding public debt on nominal GDP in percentages	44.4	22.7	22.1	20.7
<b>Second level</b>				
Salaries and wages as percentage of tax revenue	42.0	44.1	45.6	41.0
Salaries and wages corrected by budgetary support and HIPC as percentage of tax revenue	36.5	39.1	39.0	36.4
Capital expenditure on internal funding as percentage of tax revenue	43.4	42.7	40.9	36.2
Capital expenditure on internal funding corrected with budgetary support and HIPC as percentage of tax revenue	30.5	34.1	29.8	28.8
Tax revenue on GDP in percentages	11.8	11.9	12.6	13.4
Current ex-grant balance as percentage of GDP	-15.0	-12.6	-12.7	-12.0
<b>OTHER BUDGETARY INDICATORS</b>				
Total ex-grant balance on GDP in percentages	-9.7	-11.3	-12.6	-11.8
Total balance on GDP in percentages	-5.1	-5.4	-5.7	-6.5
Total cash balance on GDP in percentages	-5.1	-5.4	-5.7	-6.5

Primary basic balance as percentage of tax revenue	-28.2	-36.3	-39.3	-22.1
<b>NATIONAL ACCOUNTS</b>				
Nominal GDP (in CFAF billion)	2862.7	3032.6	3270.0	3523.8
Nominal GDP (in billion euro)	4.364	4.623	4.985	5.372
GDP in volume (85 constant price)	2537.9	2677.7	2789.9	2926.9
GDP growth rate in volume	7.1	5.5	4.2	4.9
<b>MONETARY SITUATION</b>				
Net external assets (in CFAF billion)	170.2	221.0	409.3	n.d.
In billion euro	0.2595	0.3369	0.6240	
• Central bank (in CFAF billion)	164.4	202.9	355.0	n.d.
In billion euro	0.2506	0.3093	0.5412	
• Banks (in CFAF billion)	5.8	18.1	54.3	n.d.
In billion euro	0.0088	0.0276	0.0828	
Domestic credit (in CFAF billion)	484.3	512.2	452.8	n.d.
In billion euro	0.7383	0.7808	0.6903	
• Net position of the government (in CFAF billion)	9.0	-30.2	-93.8	n.d.
In billion euro	0.0137	-0.0460	-0.1430	
• Credits to the economy (in CFAF billion)	475.3	542.4	546.6	n.d.
In billion euro	0.7246	0.8269	0.8333	
<b>EXTERNAL TRADE AND BALANCE OF PAYMENTS</b>				
Free on board (FOB) imports (in CFAF billion)	540.5	562.1	585.1	588.3
In billion euro	0.8240	0.8569	0.8920	0.8969
FOB exports (in CFAF billion)	247.1	307.6	290.9	263.1

In billion euro	0.3767	0.4689	0.4435	0.4011
FOB-FOB trade balance (in CFAF billion)	-293.4	-254.5	-294.2	-325.1
In billion euro	-0.4473	-0.3880	-0.4485	-0.4956
Balance of services (in CFAF billion)	-154.1	-167.0	-168.9	-148.9
In billion euro	-0.2349	-0.2546	-0.2575	-0.2270
Current balance (in CFAF billion)	-334.5	-289.3	-273.0	-272.4
In billion euro	-0.5099	-0.4410	-0.4162	-0.4153
Ex-grant current balance (in CFAF billion)	-430.5	-380.6	-414.6	-422.1
In billion euro	-0.6563	-0.5802	-0.6321	-0.6435
Overall balance (in CFAF billion)	-103.7	49.6	188.3	15.0
In billion euro	-0.1581	0.0756	0.2871	0.0229
Coverage rate: exports/imports in percentages	45.7	54.7	49.7	44.7
Current balance in percentage of GDP	-11.7	-9.5	-8.3	-7.7
<b>EXTERNAL DEBT</b>				
Outstanding external debt (in CFAF billion)	1170.1	603.7	632.7	653.6
In billion euro	1.7838	0.9203	0.9646	0.9964
External debt service** (in CFAF billion)	36.2	690.9	20.3	22.1
In billion euro	0.0552	1.0533	0.0309	0.0337
Outstanding external debt as percentage of GDP	40.9	19.9	19.3	18.5
External debt service as percentage of total exports (1)	12.7	198.9	6.5	8.1
External debt service as percentage of total ex-grant revenue	9.9	176.1	4.6	4.4
(1) Source: Statistical Annex of the Multilateral Surveillance of December 2007 [West African Economic and Monetary Union (WAEMU), national accounts]				
(2) Exchange rate of the euro: 655.95.				
** including the total amount of the profit made by IADM in 2006				



## SOME DEMOGRAPHIC AND HEALTH INDICATORS

Life expectancy for men (in years) in 2005	<b>48</b>
Life expectancy for women (in years) in 2005	<b>49</b>
Gross mortality rate (per 100,000) for men in 2005	<b>428</b>
Gross mortality rate (per 100,000) for women in 2005	<b>388</b>
Maternal mortality rate (per 100,000) in 2000	<b>1,000</b>
Neonatal mortality rate (per 100,000) in 2004	<b>32</b>
Infant mortality rate (per 100,000) in 2005	<b>96</b>
Proportion of children aged 1 year who received the anti-measles vaccine in 2005	<b>84</b>
Proportion of children aged 1 year who received the DPT3 vaccine in 2005	<b>96</b>
Number of nurses and midwives per 10,000 inhabitants in 2004	<b>4.9</b>
Number of doctors per 10,000 inhabitants in 2004	<b>0.5</b>
	<b>Burkina Faso 2003</b>
Proportion of children younger than 5 years of age failing to thrive	<b>43</b>
Proportion of children younger than 5 years of age with weight deficiency	<b>35</b>
	<b>Burkina Faso 2003</b>
Contraceptive prevalence rate, 1999-2005 (percentage)	<b>14</b>
	<b>Burkina Faso 2003</b>
Rate of assisted childbirth, 2000-2005 (percentage)	<b>38</b>

Source: World Health Organization (WHO) and the INSD.

### Living conditions of households

<b>2005 Human Development Index (HDI) rank in 177 countries</b>	176 <sup>th</sup>
<b>2003 poverty belt*</b>	CFAF 82,672 (€ 126.13)
<b>2003 poverty incidence</b>	46.4%

\* Exchange rate for the euro (€): 655.957

Source: ISDN, 2007 Statistical Year Book.

### Literacy rate of individuals aged 15 years or older by gender and age in 2003 and 2005 (percentages)

Age (years)	2003			2005		
	Men	Women	Total	Men	Women	Total
15-19	38.1	27.5	32.7	38.9	29.0	34.0
20-29	38.8	21.6	29.3	42.8	23.7	31.8
30-39	32.5	13.7	22.0	35.7	15.3	24.4
40-49	23.7	8.4	15.6	35.4	9.6	16.9
50-60	16.4	5.7	10.9	19.9	7.2	13.4
60 and above	8.2	1.8	5.1	9.1	3.0	6.2
<b>Total</b>	<b>29.4</b>	<b>15.2</b>	<b>21.8</b>	<b>31.5</b>	<b>16.6</b>	<b>23.6</b>

### Trends in gross education rate in primary school

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Gross education rate, boys	45.4	48.0	47.1	47.7	48.9	51.2
Gross education rate, girls	31.1	33.4	33.6	34.6	36.2	38.6
<b>Total</b>	<b>39.9</b>	<b>41.1</b>	<b>42.2</b>	<b>43.0</b>	<b>44.4</b>	<b>45.1</b>

	2002/03	2003/04	2004/05	2005/06	2005/07
Gross education rate, boys	53.6	58.1	62.4	66.1	71.7
Gross education rate, girls	41.0	46.2	51.0	55.0	61.2
<b>Total</b>	<b>47.5</b>	<b>52.2</b>	<b>56.8</b>	<b>60.7</b>	<b>66.5</b>

**Trends in gross education rate in secondary school by gender and region  
(percentages)**

	2001/02			2002/03			2003/04		
	B	G	Total	B	G	Total	B	G	Total
<i>Boucle du Mouhoun</i>	9.7	5.5	7.7	10.1	5.8	8.1	10.9	6.3	8.7
<i>Cascades</i>	19.8	10.0	14.8	20.7	11.0	15.8	24.4	12.7	18.4
Centre	39.7	35.2	37.3	41.4	36.9	39.0	42.5	38.2	40.2
Centre-East	10.3	5.9	8.2	11.4	6.6	9.0	12.5	7.6	10.1
Centre-North	8.6	4.1	6.3	9.6	4.5	7.0	10.4	5.1	7.7
Centre-West	15.6	8.0	11.7	16.7	8.3	12.4	18.7	9.9	14.2
Centre-South	10.5	6.1	8.3	11.2	6.7	9.0	13.1	8.1	10.6
East	7.5	3.6	5.5	8.0	4.2	6.1	9.4	4.7	7.0
<i>Hauts-Bassins</i>	21.3	14.1	17.7	23.2	15.4	19.3	25.9	17.5	21.7
North	12.7	6.2	9.4	13.0	6.3	9.6	14.5	7.4	10.8
Central Plateau	9.8	5.3	7.5	10.5	6.0	8.2	11.8	6.9	9.3
Sahel	3.8	1.7	2.7	4.3	1.8	3.0	4.6	2.0	3.2
South-West	12.0	5.5	8.9	12.9	6.2	9.8	15.8	7.1	11.7
<b>Burkina Faso</b>	<b>14.7</b>	<b>9.7</b>	<b>12.2</b>	<b>15.7</b>	<b>10.4</b>	<b>13.0</b>	<b>17.2</b>	<b>11.5</b>	<b>14.4</b>

	2004/05			2005/06			2006/07		
	B	G	Total	B	G	Total	B	G	Total
<i>Boucle de Mouhoun</i>	11.9	7.3	9.7	12.7	8.2	10.6	14.1	69.3	11.8
<i>Cascades</i>	25.4	14.0	19.6	26.7	14.7	20.6	28.3	15.8	21.9
Centre	45.0	40.5	42.9	45.8	42.3	44.0	48.2	44.1	46.0
Centre-East	14.0	8.7	11.4	15.0	10.0	12.5	16.5	11.3	13.9
Centre-North	11.3	5.6	8.4	11.9	6.2	9.0	12.9	7.1	9.9
Centre-West	20.1	10.9	15.4	20.5	11.3	15.8	21.5	12.3	18.8
Centre-South	15.0	9.6	12.3	15.4	10.3	12.8	16.3	11.1	13.7
East	10.6	5.5	8.0	11.5	6.0	8.7	12.1	6.4	9.02
<i>Hauts-Bassins</i>	27.1	18.5	22.8	28.0	19.4	23.7	29.3	20.7	25.0
North	15.3	7.8	11.4	16.4	8.8	12.5	18.3	10.2	14.2
Central Plateau	12.7	7.7	10.1	13.9	9.0	11.4	15.1	9.9	12.5
Sahel	5.1	2.3	3.7	5.7	2.6	4.1	6.3	2.8	4.5
South-West	17.2	8.1	12.9	17.9	8.6	13.5	19.5	9.8	14.9
<b>Burkina Faso</b>	<b>18.5</b>	<b>12.6</b>	<b>15.6</b>	<b>19.4</b>	<b>13.5</b>	<b>16.4</b>	<b>20.8</b>	<b>14.6</b>	<b>17.4</b>

**Trends in student population in higher education by university**

	1996/97			1997/98			1998/99		
	M	W	Total	M	W	Total	M	W	Total
University of Ouagadougou	6,125	1,861	7,986	6,065	1,803	7,868	6,799	2,059	8,858
Bobo Polytechnique	285	80	365	298	94	392	298	94	392
ENS Koudougou	557	92	649	514	97	611	530	98	628
<b>Total in public institutions</b>	<b>6,967</b>	<b>2,033</b>	<b>9,000</b>	<b>6,877</b>	<b>1,994</b>	<b>8,871</b>	<b>7,627</b>	<b>2,251</b>	<b>9,878</b>

	1999/00			2000/01			2001/02		
	M	W	Total	M	W	Total	M	W	Total
University of Ouagadougou						11,824	10,433	3,121	13,554
Bobo Polytechnique						498	393	142	535
ENS Koudougou						n.d.			n.d.
Total in public higher education						n.d.			n.d.
Total in private higher education						n.d.	810	697	1,587
<b>Total in public and private education</b>	<b>n.d.</b>	<b>n.d.</b>	<b>n.d.</b>			<b>n.d.</b>			<b>n.d.</b>

	2002/03			2003/04			2004/05		
	M	W	Total	M	W	Total	M	W	Total
University of Ouagadougou			15,963				16,387	5,818	22,205
Bobo Polytechnique			456				622	267	889
ENS Koudougou			n.d.				237	30	269
Total in public higher education			n.d.				17,248	6,115	2,363
Total in private higher education			n.d.				2,107	2,472	4,579
<b>Total in public and private education</b>			<b>n.d.</b>			<b>n.d.</b>	<b>19,355</b>	<b>8,597</b>	<b>27,942</b>

	2005/06			2006/07		
	M	W	Total	M	W	Total
University of Ouagadougou	17,464	6,807	24,271	17,595	6,879	24,474
Bobo Polytechnique	871	379	1,250	941	395	1,336
ENS Koudougou	370	91	461	1,740	385	2,125
Total in public higher education	18,705	7,277	25,982	20,276	7,659	27,935
Total in private higher education	2,318	2,172	4,490	2,880	2,700	5,580
<b>Total in public and private education</b>	<b>21,023</b>	<b>9,449</b>	<b>30,472</b>	<b>23,156</b>	<b>10,359</b>	<b>33,515</b>

Source: ISDN, 2007 Statistical Year Book; Research and Planning Department/Ministry of Secondary and Higher Education and Scientific Research.

## ABBREVIATIONS AND ACRONYMS

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AB3P	Association for the Promotion of Joking Relationships
ABEDA	Arab Bank for Economic Development in Africa
ABPAM	Burkinabe Association of the Blind and Visually Impaired People
ABUSPHIS	Burkinabe Association for Sport for Disabled and Socially Maladjusted People
ACCT	National Central Treasury Officer
ADB	African Development Bank
ADF	African Development Forum
AEMO	Educational Action for an Open Environment
AFAQ	Association for Academic Quality
AFEB	Association of Elected Women of Burkina
AFJ/BF	Association of Women Jurists of Burkina
AFT	Automatic Forecasting Tool
AGF	<i>Société Burkina Assurances Vie</i>
AGOA	Africa Growth and Opportunity Act
AI	initial literacy training
AIDS	Acquired Immune Deficiency Syndrome
ANAD	Agreement on Non-Aggression and Assistance in Matters of Defence
ANPE	National Employment Agency
APEE	Association of Parents of Children with Encephalopathy
APIM-BF	Professional Association of Micro-Finance Institutions in Burkina Faso
APR	African Peer Review
APRM	African Peer Review Mechanism
ARV	anti-retroviral drugs
ASAP	Agricultural Sector Adjustment Programme
ASCE	Supreme State Control Authority
ASYCUDA	Automated Customs Data System
AU	African Union
BCEAO	Central Bank of West African States
BCG	Calmette-Guérin Bacillus
BCK	<i>Banque Commerciale du Burkina</i>
BDSE	Socio-Economic Database
BIB	International Bank of Burkina
BIC	Industrial and Commercial Profits
BICIA-BF	International Bank for Commerce, Industry and Agriculture of Burkina
BMC	Burkina Mining Company
BOAD	West African Development Bank
BP	Programme Budget

BRVM	Regional Stock Exchange ( <i>Bourse Régionale des Valeurs Mobilières</i> )
BTD	Trans-border Development Basin
BTP	public works and civil engineering
C4	Cotton Four
CAC	anti-corruption committees
CAPES	Centre for Economic and Social Policy Analysis
CARFO	Public Servants Pension Fund
CASEM	Ministerial Sector Board of Directors
CCIA-BF	Chamber of Commerce, Industry and Crafts of Burkina Faso
CCNR	National Advisory Board for Renewal
CDP	Congress for Democracy and Progress
CDR	Committees for the Defence of Revolution
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEFORE	Centre for Enterprise Creation Formalities
CENI	National Independent Electoral Commission
CENSAD	Community of Sahel-Saharan States
CENTIF	National Financial Information Processing Unit
CEO	chief executive officer
CET	Common External Tariff
CGCT	General Code on Territorial Communities
CGD	Centre for Democratic Governance
CICL	Integrated Accounting of Local Communities
CID	Integrated Expenditure Circuit
CIE	Integrated Public Accounting System
CIFE	Integrated External Funding Circuit
CIMA	International Conference of Insurance Markets
CIMAT	Cimenterie nationale du Burkina
CIR	Integrated Revenue Circuit
CIS	Contribution of the Informal Sector
CITRAF	Information, Training and Research-Action Centre on Women
CMRPN	Recovery Military Committee for National Progress
CNDH	National Human Rights Commission
CNDP	National Public Debt Committee
CNE	National Ethics Committee
CNEC	Commando Training National Centre
CNFTT	Burkina Faso Road Transport and Transit Facilitation Committee
CNI	National Investment Commission
CNLF	National Coordination against Fraud
CNP	National Population Council
CNPPS	National Prospective and Strategic Planning Council
CNR	National Revolution Council



CNSS	National Social Security Fund
CODEP	National Public Expenditure Monitoring Committee
CODINORM	Côte d'Ivoire Normalisation
COFRAC	French Committee of Accreditation
CONALDIS	Commission to Combat Discrimination against Women
CONAREF	National Commission for Refugees
CONASUR	National Council for Emergency Assistance and Rehabilitation
CONEDD	National Council for the Environment and Sustainable Development
COPENA	Commission for the Promotion of National Expertise
CRCA	Regional Insurance Monitoring Commission
CRM	Country Review Mission
CSAR	Country Self-Assessment Report
CSBE	Supreme Council of Burkinabe Living Abroad
CSC	Supreme Council for Communication
CSI	Supreme Information Council
CSM	Supreme Council of Magistracy
CSO	civil society organisation
CSP	Council of the People's Salvation
CSPR	Committee on Payment and Settlement Systems
CSPS	Health and Social Promotion Centres
CSSDCA	Conference on Security, Stability, Development and Cooperation in Africa
CSV	<i>Confédération syndicale voltaïque</i>
CVD	Village Development Committee
DCAF	Department for the Coordination of Women's Associations
DDW	district distribution warehouse
DGD	General Directorate for Customs
DGRE	General Directorate of Water Resources
DHS	Demographic and Health Survey
DIAL	Development, Institutions and Long Term Analyses
DOMÉ	Department of Method and Evaluation Organisation
DPT3	diphtheria, poliomyelitis and tetanus
DQAF	Data Quality Assessment Framework
DRC	Democratic Republic of the Congo
DSDR	Rural Development Strategy Document
EBCVM	Burkinabe survey on the living conditions of households
EC	European Commission
ECA	Economic Commission for Africa
ECOSOCC	Economic, Social and Cultural Council
ECOWAS	Economic Community of West African States
EFTP	National Policy on Education and Technical and Vocational Training
EGM	economic governance and management

EIB	European Investment Bank (EIB)
ENAREF	National School of Financial State Control
ENEP	<i>l'Ecole Nationale des Enseignants du Primaire</i>
EPA	Administrative Public Establishment
EPE	state corporation
EPI	Enhanced Programme of Immunisation
ESC	Economic and Social Council
EU	European Union
FAARF	<i>Fonds d'Appui aux Activités Rémunératrices des Femmes</i>
FAFPA	Vocational Training and Apprenticeship Fund
FAIJ	<i>Fonds d'Appui aux Initiatives des Jeunes</i>
FAO	Food and Agriculture Organization
FAPE	<i>Fonds d'Appui à la Promotion de l'Emploi</i>
FASI	<i>Fonds d'Appui au Secteur Informel</i>
FASONORM	Directorate for Standardisation and Quality Promotion
FCB	additional basic training
FDI	foreign direct investment
FEBAPH	Burkinabe Federation of Associations of Disabled Persons
FESPACO	Ouagadougou Pan-African Film Festival
FGM	female genital mutilation
FOB	free on board
G10	Group of Ten
G8	Group of Eight
GDDS	General Data Dissemination System
GDP	gross domestic product
GED	generic essential drug
GFCF	gross fixed capital formation
GFR	general fertility rate
GIABA	Intergovernmental Action Group against Money Laundering in West Africa
GNI	gross national income
GOEP	Prospective and Planning Expert Group
GRA	gross rate of admission
GRE	gross rate of education
GSM	Global System for Mobile Communications
HACCP	Hazard Analysis Critical Control Point
HACLC	High Authority for Coordination of the Fight against Corruption
HDI	Human Development Index
HIPC	Heavily-Indebted Poor Countries
HIV	Human Immunodeficiency Virus
HQAP	Health Quality Assurance Programme
HSGIC	Heads of State and Government Implementation Committee
IAS	International Accounting Standards

IASB	International Accounting Standards Board
ICJ	International Court of Justice
ICT	information and communication technology
IDA	International Development Association
IDB	Islamic Development Bank
IDISA	Index of Development and Gender Inequality in Africa
IEPP	Public and Semi-Public Enterprise Inspectorate
IFAC	International Federation of Accountants
IFAD	International Fund for Agricultural Development
IFRS	International Financial Reporting Standards
IFU	Single Financial Identifier
IGA	income-generating activity
IGE	General State Inspectorate
IGF	General Finance Inspectorate
ILO	International Labour Organization
IMF	International Monetary Fund
IMFC	International Monetary and Financial Committee
INSD	National Institute of Statistics and Demography
IPEC	International Programme for the Elimination of Child Labour
IRD	Development Research Institute
IRVM	Income from Transferable Securities
IS	informal sector
ISA	International Standards of Audit
ISO	International Organization for Standardization
ISSP	Higher Institute of Population Sciences
IT	information technology
JNP	National Farmers' Day
LDC	Least Developed Country
LMVC	Land Management Village Committee
LPDRD	Decentralised Rural Development Policy Letter
MABUCIG	<i>Manufacture Burkinabe De Cigarettes</i> , the cigarette manufacturer
MAHRH	Ministry of Agriculture, Hydraulics and Fisheries
MDG	Millennium Development Goal
MEDEV	Ministry of Economy and Development
MFI	micro-finance institution
MLN	National Liberation Movement
MMR	maternal mortality rate
MNR	National Movement for Renewal
MOU	Memorandum of Understanding
MP	Member of Parliament
MTEF	Medium-Term Expenditure Framework
MWP	modern water point
NC-APRM	African Peer Review Mechanism National Council

NEPAD	New Partnership for Africa's Development
NGO	nongovernmental organisation
NRE	net rate of education
OAU	Organisation of African Unity
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
OHADA	Organization for the Harmonization of Business Law in Africa
ONAC	National Trade Bureau
ONATEL	<i>L'office National des Télécommunications</i>
ONEA	National Water and Sanitation Bureau
ONECCA-BF	National Order of Chartered Accountants and Registered Accountants of Burkina Faso
OPEC	Organization of the Petroleum Exporting Countries (OPEC)
OSP	Operational Strategic Plan
OVC	orphans and vulnerable children
PAMS	Poverty Analysis Macroeconomic Simulator
PANRJ	National Action Plan for Judicial Reform
PAP	Priority Action Plan
PAPISE	Orientation Note and the Livestock Sector Action Plan and Investment Programme
PBES	people with special educational needs
PCAE	Environment Improvement Common Policy
PDC	Credit Delegation Procedure
PDDEB	Ten-Year Basic Education Development Programme
PDP	Party for Democracy and Progress
PEFA	Public Expenditure and Financial Accountability
PESF	Financial Sector Evaluation Programme
PIP	public investment programme
PN-AEPA	National Programme of Access to Drinking Water and Sanitation
PNAR-TD	National Programme of Support for the Reinsertion of Retrenched Workers
PNBG	National Policy on Good Governance
PNSD	National Health Development Programme
PNE	National Employment Policy
PNEFL	National Programme for the Elimination of Lymphatic Filariasis
PNGT	National Land Management Programme
PNLAT	National Tuberculosis Control Programme
PNLP	National Malaria Control Programme
PNLS	National AIDS Control Programme
PNP	National Population Policy
PNPF	National Programme for the Promotion of Women
PNSFMR	National Policy on Land Protection in Rural Areas
PPLRR	Pan African Workshop on Land and Resource Rights
PRA	African Coalition Party

PRCE	Programme on Corporate Capacity Development
PRESEM	Programme to Strengthen the Micro-finance Sector
PRGB	Action Plan for Strengthening Budget Management
PRSF	Poverty Reduction Strategy Framework
PRSP	Poverty Reduction Strategy Paper
PSCDE	Programme on Support for Competitiveness and Enterprise Development
PSCE	Programme on Strengthening the Capacities of Enterprises
RAF	Agricultural and Land Reorganisation
RCPB	Networks of Popular Banks of Burkina Faso
RDA	African Democratic Gathering
RDS	Rural Development Strategy
REMAR	Association for Rehabilitation and Reintegration
RENLAC	National Anti-Corruption Network
RGAP	General Public Administration Reform
RGC-B	Network Knowledge Management in Burkina Faso
RMS	Regional Metrology Secretariat
ROSC	Report on the Observance of Standards and Codes
RQCC	Regional Quality Coordination Committee
SADC	Southern African Development Community
SAP	structural adjustment programme
SDDS	Special Data Dissemination Standard
SED	socioeconomic development
SGDF	System for Depositing Funds at the Treasury
SHD	sustainable human development
SIAO	<i>Salon de l'Invention et de l'Innovation Africaine de Ouagadougou</i>
SICA	Automatic Interbank Compensation System
SIGASPE	Integrated Administrative and Salary System for Public Workers
SINTAX	Computer-Assisted Taxation System
SME	small and medium enterprise
SMI	small and medium industry
SNAT	National Land Use Planning Scheme
SNTB	<i>Société Nationale de Transit du Burkina</i>
SOMIKA	<i>Société des Mines d'Or de Kalana</i>
SOMITA	<i>Société des Mines de Taparko</i>
SONABEL	<i>Société nationale Burkinabe d'électricité</i> , the national electricity company
SONABHY	<i>Société nationale Burkinabe des Hydrocarbures</i> , the national hydrocarbons company
SOPAL	<i>Société de Production D'alcools</i>
SOSUCO	<i>Société Nouvelle Sucrière De La Comoé</i> , the national sugar company
SRFP	Public Finance Improvement Strategy
STAR	Automated Transfer and Settlement System

STI	sexually transmitted infection
SYDONIA	Automatic Customs System
SYGADE	Financial Debt Management and Analysis System
SYMP	Integrated Public Contract System
SYSCOA	West African Accounting System
TFP	technical and financial partner
TFR	total fertility rate
TGI	Court of First Instance
TOD	Orientation Texts on Decentralisation
TOFE	consolidated operations of central government
TPR	People's Revolutionary Tribunal
TRI	Technical Research Institutes
TRIE	Inter-State Road Transit System
TSAP	Triennial Sector Action Plan
UAP	Craft Production Unit
UDHR	Universal Declaration of Human Rights
UDV-RDA	African Democratic Gathering
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDD	<i>Union Nationale pour la Démocratie et le Développement</i>
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNS	United Nations System
UPPD	Unique Tax on Petroleum Products
UPV	<i>Union Progressiste Voltaïque</i>
US	United States of America
VAT	value-added tax
VDC	Village Development Committee
WAAS	West African Accreditation System
WAEMU	West African Economic and Monetary Union
WAMU	West African Monetary Union
WAMZ	West African Monetary Zone
WFP	United Nations World Food Programme
WHO	World Health Organization
WSSD	World Summit for Social Development
WTO	World Trade Organization
ZACA	Administrative and Commercial Activity Zone

### Famous citizens of Burkina Faso

- Joseph Ki-Zerbo (born on 21 June 1922 at Toma): A Burkinabe politician and one of the greatest historians of the African continent. An emblematic figure of the struggle for independence and Nobel Prize winner for his research on original models of development. Elected as a Member of Parliament of the National Liberation Movement in 1970, he stood for the first presidential elections of Upper Volta in 1978 but was eliminated in the first round.
- Captain Thomas Sankara (1949-1987): Promoter of the cause of women, defender of the debt cancellation and promoter of self-sufficiency, he was president of Faso from 1984 to 1987.
- Gaston Kaboré (born in 1951 in Bobo-Dioulasso): A famous cinema director, he won several international prizes, including the *César*.
- Idrissa Ouédraogo (born on 21 January 1954 in Banfora): A famous cinema director and graduate from the *Institut Africain d'Etudes Cinématographiques* of Ouagadougou, Ouédraogo won the Special Prize of the Jury of Cannes in 1990, the prize of the Special Jury of FESPACO in 1991, and the *Étalon de Yennenga* prize for his *Tilai* (1990). The most popular of his films are *Yaaba* (1989) and *Tilai* (1990).
- Irissa Kaboré, called the 'Caïd': A new world champion in the super-welters category of the International Boxing Federation (May 2008).
- Nabaloum Dramane, called the 'Boum-Boum': International champion of the 'featherweight' category of the World Boxing Council in 1996.

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## EXECUTIVE SUMMARY

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### 1. THE APRM PROCESS AND ITS IMPLEMENTATION IN BURKINA FASO

- 1.1 During the Inaugural Summit of the African Union (AU) held in Durban, South Africa, in July 2002, the New Partnership for Africa's Development (NEPAD) Implementation Committee adopted the Declaration on Democracy and Political, Economic and Corporate Governance. In a bid to improve the quality of governance in Africa, the Heads of State and Government Implementation Committee (HSGIC) of NEPAD, held in Abuja, Nigeria, in March 2003, ratified the Durban Declaration and adopted the Memorandum of Understanding (MOU) on the APRM. After that, the main documents presenting the basic principles, processes and objectives of the APRM were also adopted by the heads of state. These included the *APRM Base Document*, the document relating to the *APRM Organisation and Procedures (O & P Document)* and the document on *Objectives, Standards, Criteria and Indicators for the APRM (OSCI Document)*.
- 1.2 The APRM is a mechanism of self-assessment by Africans for Africans. AU member states may adhere to it voluntarily. The main objective of the process is to ensure that the policies and practices of participating countries conform to the values, codes and standards of political, economic and corporate governance and socioeconomic development (SED) as enshrined in the Declaration on Democracy and Political, Economic and Corporate Governance. Its ultimate aim is to encourage participating countries to adopt policies, standards and practices that lead to political stability, high economic growth, sustainable development and accelerated subregional and continental economic integration. It hopes to achieve this aim by exchanging experiences and consolidating successful practices.
- 1.3 So far, 28 AU member countries have voluntarily adhered to the APRM. Adherence means that a member state commits itself to periodic assessments by its peers; to be guided by the APRM instruments; to apply – under its programme of action – good political, economic and corporate governance; and to develop socioeconomically.
- 1.4 The APRM process comprises five successive phases. They begin with the preparatory phase and end with the fifth phase. During the process, a country report is officially and publicly examined by its main regional and subregional structures. This country report marks the third phase of the APRM process in Burkina Faso. It presents the findings of the Country Review Mission (CRM) in Burkina and the recommendations of the APR Panel. The report is divided into eight chapters. In addition to the executive summary and the first two chapters, which deal with the process of implementation of the APRM in Burkina Faso and the historical context of modern Burkina, the following four

chapters assess the achievements and major challenges in the four focus areas of the APRM: democracy and political governance, economic governance and management, corporate governance, and socioeconomic development. Chapter Seven analyses the overarching issues identified as crucial with regard to their impact on governance in the country, and the immediate and urgent attention they require. The report ends with a general conclusion.

## **1.1 Implementation of the APRM process in Burkina Faso**

- 1.5 Burkina Faso signed the MOU on 20 March 2003. After adhering to the APRM, Burkina Faso appointed a focal point, the Ministry of Foreign Affairs and African Integration. After a few periods of slow activity, the APRM resumed its normal operations following the two presidential decrees of 25 May 2007. They established the NC-APRM and a permanent secretariat to provide it with technical and administrative support. It comprised 28 members from the different sectors of Burkinabe society. These included 14 from public institutions (government and Parliament), four from the private sector (employer organisations and independent economic operators), and nine from civil society. The NC-APRM is chaired by the principal secretary of the head of state.
- 1.6 The self-assessment exercise would not have succeeded without the support of competent, integrated and credible technical institutions. In October 2007, the NC-APRM contacted the INSD, the Higher Institute of Population Sciences (ISSP), the Centre for Democratic Governance (CGD) and the Centre for Economic and Social Policy Analysis (CAPES). These institutions have been mandated to deal respectively with corporate governance, socioeconomic development, democratic and political governance, and economic governance and management.
- 1.7 Professor Mohammed Seghir Babès, a member of the APR Panel of Eminent Persons, headed the exercise in Burkina. He led a delegation of six persons on a mission of support to implement the assessment process between 19 and 22 June 2006.
- 1.8 On 10 and 11 January 2008, the draft national self-assessment report was submitted for validation to nearly 200 national and local stakeholders from state and other structures. A national programme of action for each of the APRM focus areas was proposed. It intended, on one hand, to consolidate the achievements made and existing good practices and, on the other, to take up the challenges identified in areas of serious weakness.

## **1.2 The CRM**

- 1.9 The CRM was jointly conducted by Professor Mohammed Seghir Babès and Mrs Marie-Angélique Savané, both members of the APR Panel of Eminent Persons, between 18 February and 16 March 2008. Burkina Faso thus became

the ninth country to be assessed. The mission comprised 19 African experts selected for their competence and experience in the focus areas covered by the APRM. They were drawn from 12 member states of the AU and from the Secretariat of the APRM, strategic partners and independent experts. They were Mr Mbaya J. Kankwenda, Mr Donatien Bihute, Mr Ousmane, Mr Diallo, Mr Yenikoye Ismael Aboubacar, Mr Karim Ben Kahla, Mr Léopold Donfack Sokeng, Mr Babacar Gueye, Mr Guy Fortunat Ranaivomanana, Mrs Houda Mejri, Mr Daniel Gbetnkom, Mr Moise Nembot, Mrs Sylvie Kinigi, Mr Kango Lare-Lantone, Mr Mahmoud Ben Romdhane, Mr Omar Saïp Sy, Mr Dalmar Jama and Ms Atany Kagnaguine.

### **1.3 Activities carried out during the assessment mission**

- 1.10 The activities of the CRM began with the official launching of the assessment by the president of the republic in the presence of the constituent bodies and development stakeholders. It was followed by a press conference. The head of state granted audiences to the mission, including a working lunch. This was followed by a meeting with the prime minister. The mission later had discussions with the presidents of the institutions of the republic, civil society and the private sector.
- 1.11 After contact was made, the CRM organised seminars with 35 ministers and deputy ministers of the Cabinet. During these seminars, the assessment team held in-depth discussions with the ministers on the strategic orientations of the country, the stakes and challenges of governance and on ongoing programmes.
- 1.12 The CRM worked in three stages: the stage in Ouagadougou, the capital of Burkina Faso; the regional stage; and the restitution phase of the mission. In Ouagadougou, the mission first met with the focal point and the NC-APRM to discuss the Country Self-Assessment Report (CSAR). During the following five days, the mission met all the stakeholders – including civil society and the private sector – first in a plenary session and then in thematic workshops.
- 1.13 The assessment team then visited the 13 regions of the country and organised meetings in the following capitals: Zignaré, Kaya, Dori, Bobo-Dioulasso, Banfora, Gaoua, Ouahigouya, Koudougou, Dédougou, Tenkodogo, Fada, Manga and Ouagadougou. On each occasion, it met all the stakeholders in a plenary session, followed by thematic workshops, and finally in another plenary session during which the results of the workshops were presented and validated. In all the places it visited, the CRM was pleased that the population had responded enthusiastically to the invitation of the APRM and that they had met the expectations of the evaluators by analysing governance with insight and in an articulated manner.
- 1.14 Finally, a restitution meeting was held at the end of the stay. It was chaired by the president of Faso and attended by the prime minister and the chairperson of the NC-APRM. During this working session, the assessment team presented the main provisional findings of the consultations. It emphasised the major

achievements of Burkina Faso and the challenges identified by the team. In his statement, the Burkinabe head of state reaffirmed his desire to make the APRM an instrument of good governance in his country and to play a major role in the promotion of the APRM in the subregion. He emphasised that the Burkinabe were undertaking to develop a dynamic action programme in order to implement the recommendations to emerge from the APRM assessment.

- 1.15 The report, prepared at the end of the assessment mission, is organised as follows. The introductory chapter is followed by some historical facts in Chapter Two. Chapters Three to Six contain the findings of the assessment mission in the four focus areas of the APRM: democratic and political governance, economic governance and management, corporate governance, and socioeconomic development. Each of these four chapters is introduced by presenting the challenges to be met by the country. This is followed by an analysis of the situation of Burkina Faso with regard to the signing and ratification of the standards and codes contained in the methodology of the APRM. The analysis of each objective begins with a brief summary of the CSAR. This is followed by the CRM findings and ends with recommendations. Since one of the objectives of the APRM is to disseminate good practices on the continent, the good practices of Burkina Faso are also mentioned. Boxes emphasise the specific aspects of governance in Burkina Faso that deserve to be highlighted.
- 1.16 Chapter Seven is an analysis of the overarching issues that occur in two or more themes and which require a global analysis. Chapter Eight, or the general conclusion, is devoted to constraints and prospects.
- 1.17 It is essential to acknowledge two significant facts about the APRM process in Burkina Faso. The first is the personal commitment of the head of state, who reaffirmed his faith in the exercise and in its potential for the future of the country and Africa. In that regard, he expressed the same faith in other institutions of the republic, particularly the government, which is highly mobilised to contribute to the efficient conduct of the CRM. The second is the anticipation shown by stakeholders, in all the regions, that something new was happening with the assessment of the governance system in their country. They indicated their determination to participate fully in the new methods of dialogue, work, and co-assessment, which they expected to result after the recommendations of the mission had been implemented. The CRM wished to highlight these two facts about the APRM process in Burkina Faso.

## **2. HISTORICAL CONTEXT AND CURRENT CHALLENGES**

### **2.1 Historical context**

- 2.1 **The colonial history of Upper Volta** cannot be separated from that of other countries that suffered during the colonial period. However, there are certain specific issues that still weigh heavily on the country. These include the

challenges weighing against good governance and SED and, more particularly, the dismantling, during the era itself, of the administrative and social structures of Upper Volta in 1932. The various parts of these structures were attached to Côte d'Ivoire, Mali and Niger. They had been dismantled to meet the manpower needs for the development of export and industrial crops for the benefit of the coloniser, until 1947, which is the year of its reunification. Its status as an autonomous republic was restored in 1958 on the eve of its accession to independence in 1960.

- 2.2 **The post-colonial period** (1960-1991) saw three republics and six exceptional regimes. The most troubled period (1982-1987) started in 1982 with the advent of the Council of the People's Salvation (CSP) and the assumption of power, in 1983, by Captain Thomas Sankara as president of the National Revolution Council (CNR, 1983-1987). This period was marked by profound social reforms. The most notable of these were the territorial and administrative organisation, the division of the country into 13 provinces, and the creation of urban sectors. The country changed its name to Burkina Faso on 4 August 1984. The name means the 'fatherland of men of integrity'. Nevertheless, the social reforms initiated by the CNR were met enthusiastically by all the Burkinabe. However, internal divisions within the CNR led to the overthrow and assassination of Thomas Sankara.
- 2.3 With the advent of the *Front Populaire* in October 1987, Captain Blaise Compaoré led the country towards the building of a constitutional state, the creation of a multiparty democracy, the establishment of republican institutions and the introduction of participative political governance. A new constitution was adopted in June 1991. It established the pillars of good democratic governance and this made 1991 an important year in the political history of the country.

## 2.2 Current dynamics and their problems

- 2.4 One of the major *political problems and challenges* is the consolidation of democracy and the rule of law. The efforts made in this regard are commendable. Nevertheless, there is still a long way to go to consolidate the democratic process, to bring about the effective separation and independence of constitutional powers, and to move toward real multiparty politics. A sense of remarkable stability based on a kind of political 'locking' is affecting the observation of the system of governance in Burkina, and this carries some risks. The second challenge is the canker of corruption. It creates mistrust between the governors and the governed, and separates the governance of the majority party from the citizens. The third challenge is involving women and youth in the developmental process as fully-fledged partners and stakeholders. The last major challenge is presented by the traditional nature of democratic and political governance, which allows only limited sustainable human development to citizens.

- 2.5 ***Problems and challenges of economic governance.*** The first challenge is to build consensus among the different components of society around the vision defined by the authorities for the construction of an emerging economy by 2025, to convert it into coherent strategies and programmes, and to define responsible and well-coordinated institutions for its implementation. The second challenge is to achieve high and sustained economic growth that promotes equitable distribution from both social and geographical points of view. This growth should be based on a multiparty policy that relies on sectors that involve most of the population, and that can stimulate job creation.
- 2.6 The third challenge is to overcome the problem of being a landlocked country. Burkina Faso needs to exploit its central position in West Africa. This, in turn, offers opportunities to the country and enables it to develop ways and processes for integrating the subregion. The fourth challenge concerns the nature of the sustainable human development (SHD) to be promoted. Here, the main challenge is the capacity to move from the Poverty Reduction Strategic Framework (PRSF) inspired by structural adjustment programmes to an authentic SHD strategy. The fifth challenge is to mobilise its human and material resources and, especially, its financial resources. Here, the challenges for Burkina Faso are to use its human resources as a force for SHD, and to enlarge and diversify its bases for mobilising financial resources.
- 2.7 ***Problems and challenges of corporate governance.*** The development of an emerging economy by 2025 demands that enterprises in general, and private enterprises in particular, fully play their roles as drivers of growth. In that regard, the first challenge facing Burkina today and tomorrow is to learn how to make the private sector the driver of social and regional economic growth, especially distributive growth. It needs to build promising partnerships that will enable it to contribute to the achievement of an emerging country.
- 2.8 Secondly, it is necessary that, in this partnership, the state succeeds in promoting corporate governance that attracts more foreign direct investment (FDI) by capitalising on the advantages of its political stability, its central position, its cheap labour and the creativity of its human resources. The third challenge is to mobilise its enormous diaspora to transfer capital so that it can become an important lever of distributive economic growth.
- 2.9 The fourth challenge of the Burkinabe enterprise is to overcome, by itself, its numerous weaknesses in order to contribute to distributive growth and SHD. Finally, the informal sector is a major stakeholder in the economy. Here, the great challenge is to promote policies capable of making this sector the real breeding ground for future small and medium enterprises (SMEs) in the country.
- 2.10 ***Developmental problems and challenges.*** The country believes in its ability to develop economically and socially, given the necessary autonomy, and that it can tackle the challenges of SED head-on. However, this belief should be turned into action in order to mobilise the whole of society for the march towards an emerging Burkina Faso. The second challenge is to ensure that the

benefits of growth are distributed equitably if it is to succeed in reversing the 'major social deficits'.

- 2.11 The third challenge is to control the 'Sahelian nature' through a dynamic environmental policy aimed at transforming the Burkinabe Sahel into a fertile land for agriculture and cattle breeding. The policy should be directed at developing and controlling the resources of nature and the environment, particularly water. The fourth challenge is to upgrade the public department responsible for managing economic and social development so that it can protect the welfare of the people.
- 2.12 ***Historical and cultural problems and challenges.*** These challenges are associated with the country's people, their civilisations and cultures. The first challenge is to deal with a diverse population in order to plan for a sustainable future. The country needs to build a coherent nation that reflects a smooth and promising amalgamation of various civilisations and cultures that originate from a variety of nationalities. These were brutally merged into a single territorial entity, with foreign values, by the colonial administration.
- 2.13 The second challenge arises from imbalances in population demographics. Population growth is high, with an annual rate of 2.9%. The population is dominantly rural (79.7%). Women comprise 51.7% of the population while 67% of the population is 35 or younger. An emerging Burkina Faso by 2025 needs young people who are prepared to accept their responsibilities, the dynamic participation of women – who comprise more than half of the Burkinabe population – and a better prepared rural population, who make up the largest part of the workforce.
- 2.14 **Despite these challenges, Burkina Faso has undeniable assets.** At the diplomatic level, Burkina Faso has become a *hub for the resolution of subregional crises* because of the respectability of its leaders, the emblematic nature of the country, its political stability and its progress on the democratic front.
- 2.15 Moreover, Burkina Faso has demonstrated its capacity for *cultural ingenuity*. In this regard, the country is known for its cultural performances. These have become African and international events. They include: (i) the Ouagadougou Pan-African Film Festival (FESPACO), which has turned the country into the first world capital of African cinema; (ii) the *Salon de l'Invention et de l'Innovation Africaine de Ouagadougou* (SIAO), which has become the international fair for African invention; (iii) the national culture, which has also become an African culture; and (iv) the Laongo site for stone sculpture, which has also become a world site for stone sculpture.
- 2.16 There is *confidence in the capacities of its people*. Burkina Faso has managed to develop faith in its own capacities and a love for the country, even among its citizens living abroad. They constitute an important force for the development of the emerging country of tomorrow, and the country should capitalise on this resource. The country's *central position in West Africa*, as

well as the fact that it is a transit country and a commercial and cultural hub in the subregion, is an additional asset for Burkina Faso.

- 2.17 The *ingenious management of natural land and underground resources*, such as the control of water and energy, shows the importance of Burkinabe human capital. Through its work and expertise it has made its legal resources and labour force the driver of development. Finally, the visionary sense of its leadership deserves to be highlighted as the spearhead of the transformation required for the development of the emerging Burkina Faso of tomorrow.

### 3. DEMOCRACY AND POLITICAL GOVERNANCE

- 3.1 **Internal conflicts.** The CRM noted the recurrent nature of conflicts in rural areas between farmers on one hand, and between farmers and cattle breeders on the other. It also noted the existence of political conflicts, labour-related conflicts, and conflicts between civilians and soldiers. In that regard, the mission noticed the absence of a national strategy for preventing, managing and resolving conflict. The CRM also noted a strong potential for conflict because of the political majority. This overwhelming majority leaves little room for an opposition. This situation may result in dysfunctional governance when political alliances are more motivated by possible promotion to higher posts than by a concern for the general good.
- 3.2 **Constitutional democracy.** The supremacy of the constitution is affirmed in the constitution itself. However, the CRM noted significant problems with regard to respect for the authority of the law.
- 3.3 **Decentralisation.** Meetings in the field showed that the people strongly support the ongoing decentralisation process. The stakeholders have, however, emphasised particular weaknesses in: the transfer of resources and skills; political nomadism (which destabilised communal councils); illiteracy; the lack of instruction criteria levels for access to the position of mayor; lack of a framework for dialogue and consultation between centralised authorities and decentralised structures; and confusion between the skills of appointed prefects and those of the mayors elected to head the same entities.
- 3.4 With regard to **participation**, stakeholders commended the existence of CENI, the respect for the electoral calendar and the option of a single ballot. However, several difficulties about institutional and legal frameworks were noted. With regard to the legal framework, the participants unanimously called for the review of the Charter of Political Parties and the electoral code in order to improve the conditions for creating political parties, notably by providing for greater representativeness and inclusiveness at the onset. During these meetings, the CRM noted that electoral fraud has been perpetrated by members of both opposition and majority parties. It also noted shortcomings in civil status, the electoral list, the identification of voters and distribution of voters' cards, election materials, the funding of political parties, a shortage of opposition representatives at many polling stations, and others. In addition, the



issue of the intrusion of religious and traditional leaders in the electoral process was raised and condemned.

- 3.5 With regard to **respect for the principle of subjection of the defence and security forces to civilian authorities**, the CRM noted the specific situation in Burkina Faso where soldiers have shaped the democratic system. The current situation is, therefore, characterised by a ‘marriage’ between civilians and the military. The process of ‘civilising’ the system is ongoing and must be intensified.
- 3.6 With regard to **human rights**, the CRM noted the abundance of texts on the issue. It also noted the absence of political prisoners in Burkina Faso, and the emphasis on freedom of speech and opinion. However, many difficulties were mentioned. These were the access to, and the slow functioning of, the justice system; the human, material and financial capacity of the system; the duality between modern and customary law; the language in which rulings are made; illiteracy; and the level of poverty, which does not enable the people to acquire the services of lawyers.
- 3.7 With regard to the **separation of powers**, the CRM noted that the Burkinabe constitution affirms the principle. However, its practice is ignored. In addition, the presidential nature of the regime in Burkina reduces the full exercise of legislative functions and control by Parliament considerably. The independence of the judiciary also seems affected by the low number of magistrates elected by their peers to the Supreme Council of the Judiciary, and by the power given to the minister of justice, the custodian of the seals, to evaluate magistrates.
- 3.8 With regard to the **public service**, the mission commended the reforms aimed at implementing results-based management; the implementation of new conditions for recruiting general managers of companies, based on competitive bidding; and the introduction of computers to the administration. However, the CRM noted many difficulties about human and material resources, corruption, absenteeism, and the politicisation of the administration.
- 3.9 With regard to **corruption**, the CRM noted that all the stakeholders were unanimous about the reality and magnitude of the phenomenon. It commended the fact that the authorities are aware of the seriousness of the phenomenon and that it is committed to fight it. The CRM, however, noted the following weaknesses: the lack of an order to implement the law on corruption; lack of convincing results in the fight against corruption; low levels of civic education in educational establishments; weaknesses of the control bodies; and non-publication of the reports of the High Authority for Coordination of the Fight against Corruption (HACLIC). It encourages the creation of an effective controlling authority.
- 3.10 With regard to **the rights of women, young people and children**, the CRM noted with satisfaction the existence of numerous texts on these different subjects, forums for the youth, the construction of women’s homes in the

provinces, and the establishment of various funds to support activities for women and youths. It observed difficulties about: the obvious differences between proclaimed rights and their effective implementation; illiteracy among women and the population in general; the weight of tradition and socio-cultural problems that are blocking the access of women to resources, particularly land; difficulties around access to credit; and the absence of a law on quotas favourable to women. The major challenges concerning the youth are about training and employment.

- 3.11 With regard to **vulnerable groups**, there have been very few achievements. The CRM nevertheless commends the fact that the authorities are aware of the situation and have introduced a policy to support them.

#### 4. ECONOMIC GOVERNANCE AND MANAGEMENT

- 4.1 Stakes and challenges of good economic governance include: the achievement of high, sustained and equitable economic growth in development, from both the social and geographical or regional point of view; the issue of the country's isolation, a handicap to be transformed into a development asset, given the country's central position; the nature of the SHD to be promoted, and in that regard, the extension and consolidation of the basis of the economy; the capacity for mobilisation of financial, human, and natural and/or environmental resource; and the control of the productivity and efficiency of public expenditure. Burkina Faso should meet a number of major challenges to establish the pillars of efficient economic governance and management (EGM). They represent developmental challenges for the present as much as for the future of the country.
- 4.2 The challenges comprise, in particular, a *definition of the Burkina Faso of tomorrow through a vision of its future*. This vision is defined as "a nation united and supportive, open and integrated, prosperous and rich, blooming and respected, radiant and with excellent quality of life". However, the success of this vision depends on the building of consensus around it and on its conversion into coherent strategies, policies and programmes. It also depends on the coordination of the structures and institutions charged with piloting the implementation of these different instruments.
- 4.3 The main issues and challenges are: achieving high economic growth as well as sustained and equitable development, both from a social perspective as well as a geographic or regional one; the question of the country's landlocked status, which is a disadvantage that needs to be transformed into a development asset given the country's central geographical position; promoting the nature of SHD and thereby expanding and consolidating the economic base; the ability to mobilise financial, human, natural and/or environmental resources; and finally, mastering the efficient and productive utilisation of public funds.

4.4 **Ratification and implementation of standards and codes.** Burkina Faso has adhered to several regional and international standards and codes identified in the APRM questionnaire. However, the commitments made are rarely revealed to the citizens. The CRM managed to collect detailed information on the measures for ratification and application of the different standards identified by the CRM. It observed that these standards and codes are consistent with WAEMU standards or with generally acknowledged international standards.

#### 4.1 **The promotion of macroeconomic policies that support sustainable development**

4.5 *Macroeconomic policies and the construction of an emerging country in Burkina Faso.* Since the year 2000, Burkina Faso has based the development and implementation of its macroeconomic policies on the Medium-Term Expenditure Framework (MTEF). However, the sectoral strategies and problems developed in the framework of these MTEFs are not only limited to some sectors considered as priority sectors: agriculture, rural development, health and education. It is necessary that these instruments reflect the vision of the emerging Burkina of tomorrow. To that end, the government has developed a logical governance organisational framework that should serve as a real tool for operationalisation and coordinated implementation of these policies, and it should reflect the coherence of the substance between strategies and programmes that are expected to contribute to the realisation of the ambitions of the vision.

4.6 The definition and efficient implementation of the macroeconomic policies to support the SHD should be based on a clear vision of the Burkina Faso of tomorrow that is to be built. These policies also depend on the nature of the structural transformations, which will reflect the content of the vision, to be made at the economic and social levels. The authorities have defined this vision of the Burkina Faso of tomorrow in the study 'Burkina Faso 2025', and the CRM congratulates them for this initiative. However, the study has not been officially adopted by the government, and most of the social and economic components of the country are not aware of it. In addition, the problems of institutional capacities for piloting both the vision and its coherent translation into strategies, policies and programmes should also be considered.

4.7 *Results of the macroeconomic policies and sustainable human development.* The macroeconomic policies implemented within the framework of the PRSF introduced some form of stability into the macroeconomic framework. They produced an appreciable growth rate of 6% on the annual average over the past 10 years, and restricted inflation to less than 2% compared to a limit of 3% defined by WAEMU. However, profound structural weaknesses persist: low performance of the primary sector; a weak industrial fabric; predominance of the informal sector; deforestation; and the fragility of the cotton sector. However, recently, Burkina Faso has made notable progress in the cotton sector.

- 4.8 Despite the importance of the challenges it is facing, the country has succeeded in reducing the general level of poverty from 46% to less than 43% during the same period, which may seem slow to some people. This relatively slow economic growth, with some persistence of poverty – which Burkina Faso itself calls the ‘great social deficit’ – can be explained. In fact, 80% of the population of Burkina Faso functions in the primary sector (agriculture, stockbreeding, fishing, forestry and hunting). This sector produces less than a quarter of the national wealth (or GDP). The fact that about 80% of the population shares less than 25% of the national wealth – and this has been the case for more than 10 years – explains the persistence of poverty. What is more, the contribution of the primary sector to GDP growth has been 6% over the past 10 years. This is, on average, less than 2% (less than a third), which is far lower than the current population growth of 2.9%. This can only result in persistent poverty, despite the commendable efforts being made by the authorities of Burkina Faso. If we add to this the effects of the inequality in the distribution of wealth at the social and regional level, the policy on unfavourable prices paid to producers, the low productivity of activities in the primary sector, and so forth, we have the cocktail of elements that contribute to this situation.
- 4.9 It is also important to note the restoration of the viability of the external debt. However, the deterioration of the total budget balance remains an issue of concern. Finally with a current balance virtually always in deficit, the trend of the balance of payments is marked by the vulnerability of the country to internal and, especially, external shocks.
- 4.10 The *main social indicators* improved slightly. There is a very high illiteracy rate (74% in 2004), the gross rate of education was estimated at 67% in 2007, life expectancy is about 48 years, and more than 42% of the population lives below the poverty belt. On the other hand, the country made some progress in reducing infant and maternal mortality and in controlling HIV/AIDS.
- 4.11 The macroeconomic policies should aim at increasing the growth in GDP with a view to reducing poverty and the social and regional inequalities significantly by promoting the sectors with a great number of producers (agriculture and cattle breeding). The gross fixed capital formation (GFCF) has registered an average growth rate of about 9% during the decade following public investment. This achieved an average rate of more than 37% since 2004 based on fiscal revenues. This is higher than the WAEMU criterion of 20%. However, the public investment policy should respond to the need to promote the emergence of multi-polar centres of growth in order to reduce regional inequalities, strengthen regional integration, and create a framework that promotes private investment around these poles. To that end, one of the major challenges is to increase (i) the output of the tax system and (ii) the productivity and efficiency of public expenditure.
- 4.12 *The vulnerability of the economy* to both internal and external hazards is a major issue of concern. The government has made considerable efforts to reduce this vulnerability. It should pursue macroeconomic policies that

stimulate production, diversify the product base and achieve rapid economic growth.

## **4.2 Implementation of sound, transparent and predictable economic policies**

- 4.13 *Transparency and efficiency of general public administration, financial administrations and Parliament.* The government has implemented many reforms since 1998. These include the General Public Administration Reform (RGAP), the National Good Governance Plan (of 1998/2003), the Action Plan for Strengthening Budget Management (PRGB) and the Strategic Plan for the Development of Parliament (of 2004-2014). These reforms indicate its desire to improve transparency and efficiency. However, major challenges persist: administrative sluggishness and the poor quality of general administration services, a lack of public-spiritedness by public servants, opacity and corruption in financial administration (customs, central revenue and public procurement services), and others. Parliament is not adequately equipped for it to be efficient.
- 4.14 *Implementation of predictable economic policies.* A number of programming tools have been introduced to ensure that economic policies are efficiently implemented. These include the PRSF, the Medium-Term Expenditure Framework (MTEF), budget programmes and triennial strategic plans. Implementing them poses major problems. These are poor coordination between them, poor coherence between the objectives defined by the PRSF and the aspirations of the people, and a lack of consistency with the finance act.
- 4.15 The sector policies defined are limited to the priority sectors: education, health, agriculture, rural development, transport, justice, security and public finance. The sector MTEF and its related budget programmes only cover education, health and public finance at the moment. Paradoxically, the industrial sector, which is acknowledged to be the indispensable link between the structural transformations required by the different objectives of an emergent economy, is not regarded as a priority sector.
- 4.16 On the other hand, it is important to appreciate the positive results, and efficient implementation, of the policies and sector reforms in the agricultural and cattle breeding sectors. The participative approach used when developing these policies was welcomed by the stakeholders. The economic policies should be placed within the dynamics of the building of an integrated economy, which focuses on sustainable development, and which is capable of being integrated into the framework for regional integration according to the 'Burkina 2025' vision. To that end, it is important to make the PRSF and sector policies clear and dynamic instruments to promote SHD and to extend the sector policies to all areas. They should also be used to define growth poles that can stimulate the structural transformations needed to diversify the product base; to promote clear articulation between agriculture, industry and

cottage industries; and to contribute to the equitable development of the different regions.

- 4.17 ***Coordinating the efforts of the different departments.*** The economic policies need efficient and coordinated management. This depends on the capacity to: define and distribute responsibilities in the piloting of government action; ensure coherence and operational coordination of the development strategies and programmes; promote the efficiency and accountability of the decentralised entities; and to build confident intergovernmental relations and partnerships between government and other stakeholders. The reform efforts, at both centralised and decentralised levels, have not achieved convincing results for capacity building and organising institutions or for coordinating the different instruments.

### 4.3 Promoting sound public finance management

- 4.18 The economic reforms launched after 1991 in Burkina Faso have always favoured stabilising public finances and transparency in budgetary management as a component of macroeconomic balances. The results of these reforms – in terms of budgetary discipline, strategic allocations and efficiency in implementing and controlling the budget – are unequal. At the level of ***institutional and organisational*** development, the legal framework, which determines the organisation of the Department of Public Finance, reflects WAEMU guidelines.
- 4.19 The ***preparation of the budget*** is based on macroeconomic forecasts, budgetary expenditures and incomes assisted by the Automatic Forecasting Tool (AFT) of the International Monetary Fund (IMF). However, these tools are not sent to Parliament with draft budgets to serve as a basis for analysis. With regard to the ***execution of the budget***, the government has implemented reforms aimed at ensuring the institutional development of the tax and expenditure administrations, the control of public expenditure, and the broadening of the tax base. Efforts for computerising all the budgetary and accounting operations have achieved perceptible results in the transparency, reliability and rapidity of operations, even though the process still seems incomplete. Similarly, the consultative structures established to ensure the regular monitoring of the Treasury have helped to improve the quality of services, to promote the control of management and to regulate expenditure.
- 4.20 The issue of Treasury bonds after 2002 has improved the regulation of expenditures and stimulated domestic savings. Similarly, the level of resources allocated to public investments has exceeded that of current expenditure. This demonstrates the efforts made to improve the management of public finance. Moreover, reforms in the tax system have made taxpayers aware of their responsibilities and stimulated the development of the private sector.
- 4.21 ***Monitoring control of expenditures.*** The efforts made have not produced all the expected results. The persistence of poor performance at each level of

control and the impunity with regards to poor management are, however, seen to be indicators of a lack of political will. Indeed, the overlapping of internal control structures, whose missions are not clearly defined; the insufficient resources at their disposal in the light of the demands placed on them by their missions; and the persistent opacity of public procurement procedures do not favour transparency in the allocation of resources or its related control. In addition, the inefficiency of parliamentary and Audit Office action affects the credibility of budget management and promotes the acceptance of corruption. Can the measures envisaged in the Public Finance Improvement Strategy (SRFP) help to meet these challenges and restore the image of the Burkinabe as integrated citizens?

- 4.22 *The deconcentration and decentralisation of the budget* offer the best solution for making grass-roots communities aware of their responsibilities to participate in making choices and implementing economic policies. To that end, the state has introduced key reforms to promote the gradual transfer of competences and resources. These are: (i) the deconcentration of payment authorisation; (ii) the development of the fiscal regime and a budget nomenclature for the territorial communities; and (iii) the creation of a local development fund aimed at strengthening the funding capacities of the decentralised entities. The success of the decentralisation policy is still hampered by profound structural weaknesses.

#### 4.4 The fight against corruption and money laundering

- 4.23 The phenomenon of corruption is acknowledged by state officials. It is perceived to be a systemic problem by citizens and by civil society associations. It constitutes a danger to the harmonious development of the country and impedes the progress of public life in general. This phenomenon is both horizontal (because no area is spared) and vertical (because all levels are concerned). The customs and tax services are believed to be the most affected sectors.
- 4.24 The *causes* of this scourge in Burkina are: poverty, a yearning for illegal and quick enrichment, illiteracy, and ignorance and its exploitation. Other contributing factors include sluggishness in the performance of public services, excessive bureaucracy, low salaries in public administration, the lack of independence of controlling bodies, and the politicisation of public administration. The latter creates favouritism and nepotism in the appointment of officials. These, according to stakeholders, all encourage the embezzlement of public funds. Furthermore, the perpetrators of this scourge run little risk of being punished. This discourages the entrepreneurial spirit. It also threatens public morality and social peace.
- 4.25 The *measures adopted* to fight this scourge are certainly supported by the international and regional conventions and protocols to which the country has adhered. They include the various state institutions that have been created to fight against corruption. However, they are inefficient because their roles

overlap and there is poor coordination between controlling bodies. Furthermore, there is incompetence, a lack of transparency in their operations, and they lack the authority and power to submit cases to court. There is also an absence of political support for these institutions. These factors all contribute to the low credibility of public resource management and undermine its ability to wage a real battle against corruption.

- 4.26 The creation of the Supreme State Control Authority (ASCE) – which integrates the functions of the General State Inspectorate (IGE), the HACLC and some of the responsibilities of the National Coordination against Fraud (CNLF) – would provide an initial solution to these problems. It has increased powers to submit cases to court and to publish annual reports. Moreover, the use of information and communication technology (ICT), which is being promoted in the administration, could enhance institutional capacities to fight against corruption and to achieve the objectives of EGM.
- 4.27 The phenomenon of *money laundering* does not seem to be a concern in Burkina Faso. However, a law was recently promulgated and a structure, the National Financial Information Processing Unit (CENTIF), established to reflect the guidelines of WAEMU.

#### **4.5 Acceleration of regional integration by harmonising monetary/commercial policies and investment**

- 4.28 Promoting regional integration is a priority for Burkina Faso. This is seen in the signing and ratification of several regional integration agreements. The country has ratified all the legal and regulatory provisions adopted by WAEMU and the Economic Community of West African States (ECOWAS). It has also signed and ratified the treaties on the creation of the Community of Sahel-Saharan States (CENSAD) and Liptako-Gourma. These agreements were reinforced by the creation of an *institutional framework* in charge of monitoring them: the Ministry of Foreign Affairs and Regional Cooperation.
- 4.29 The process of harmonising the macroeconomic policies with the standards of WAEMU is based on the Convergence, Stability, Growth and Solidarity Pact, which is monitored by *the multilateral surveillance of the convergence criteria*. The convergence criteria for the tax system have not been respected in Burkina Faso since 1999 because of the structural weaknesses of Burkina's tax base. On the other hand, the country has respected the criteria associated with the public debt policy, thanks to the efforts made according to the framework of the HIPC Initiative, since 1999.
- 4.30 Burkina Faso adopted the legal, accounting and statistics framework for public finance in 2003 and the Common External Tariff (CET) in 2000 to *harmonise national economic policies* with WAEMU standards. However, Burkina Faso continued to add national taxes to it. These would increase the cost of imports to Burkina Faso and impede the establishment of the free trade zone. Furthermore, although the WAEMU provisions on the preferential trade



regime and anti-competitive practices could not be enforced in Burkina Faso, the country has recorded a positive trend in intra-regional trade. Intra-WAEMU exports grew at an average of 18.7% in volume between 1996 and 2005, while imports increased by 14.3% for the same period. These figures do not take into account informal trade. However, the efficiency and viability of regional integration efforts, in general, and the Customs Union, in particular, suffer from a lack of respect for the rules, the persistence of non-tariff barriers and many other physical obstacles. These constitute major challenges for the effective harmonisation of trade policies.

- 4.31 ***In conclusion***, for regional integration to become a real opportunity for strategic development, it is essential to consolidate the pillars already built for the establishment of a common market. It is also vital to promote community policies that favour the development of shared potentialities which are aimed at the structural transformation of the product base. Burkina Faso could be the torchbearer of these strategies by skilfully developing mechanisms for regional integration. These could include integrating projects at common borders ('cross-border development basins'), promoting a regional policy on industrialising cotton and shea-butter to stimulate their competitiveness, modernising cross-border infrastructures to exploit the central position of the country and, internally, improve the profitability of the taxation system.

## **5. CORPORATE GOVERNANCE**

### **5.1 The codes and standards**

- 5.1 The WAEMU convergence criteria contain the main ingredients needed to integrate the economy of Burkina Faso with a world economy. Moreover, Burkina Faso has ratified a number of codes and standards on corporate governance. The CRM mentions, in particular, all the core conventions of the International Labour Organization (ILO); legislation on public procurement; control of food products; banking controls; and the programme for the establishment of an accreditation, standardisation and quality promotion system (the WAEMU Quality Programme). It should be noted that the WAEMU Quality Programme has not always produced the expected results. Efforts to introduce banking controls include respect for the prudential rules of the Central Bank of West African States (BCEAO) and the Basel I standards founded by the European Union (EU) and implemented by the United Nations Industrial Development Organization (UNIDO).
- 5.2 Disseminating and implementing these codes and standards still poses problems in Burkina Faso. There is also a need to accelerate the adoption of the international audit standard and to prepare for the transition towards the Basel II banking laws at the subregional level.
- 5.3 An analysis of the types of enterprises in the economic sector shows that it is dominated by small businesses. These represent at least 98% of the registered

enterprises. Family enterprises also abound, and they represent more than 85% of businesses registered. This situation constitutes a major handicap to SMEs in Burkina Faso with regard to accessing bank credit and especially to mobilising resources through instruments like the stock market.

- 5.4 The CRM observed the efforts made by the government and its partners, like the Chamber of Commerce, Industry and Crafts of Burkina Faso (CCIA-BF), to promote the rapid development of the sector by creating several administrative and financial structures. However, most of these are not operational yet outside Ouagadougou and Bobo-Dioulasso. The analysis of public enterprises or state-owned companies revealed that managers are very dependent on the decisions of the public authorities. It also revealed a good system for monitoring their functioning through the general assemblies of state-owned enterprises. With regard to the informal sector, the CRM observed its considerable economic weight. It contributes more than 30% of the GDP and provides more than 70% of nonagricultural jobs. The CRM noted the intention of the government to integrate this sector into the development structures of the country. The CRM emphasised the importance of women to the trade and cottage industry and that they are handicapped because of their illiteracy and have difficulty accessing credit. The CRM confirmed the importance of cotton to the economy of the country and the challenges facing this sector. It feels that the country should wage the cotton war together with the other producing countries of the region.
- 5.5 The business climate in Burkina Faso has improved considerably during the past few years, thanks to the fiscal and institutional reforms initiated by the state. These include adherence to the Uniform Acts of the investment code. However, the CRM feels that there is still room for improvement. The functioning of the Burkinabe banking system is surely dynamic, but its resources are inaccessible to SMEs as a result of (in particular) their internal constraints. The CRM expressed the wish that the ideas developed by the government, and supported directly or indirectly by the banks and insurance companies, would mobilise long-term resources for SMEs, most particularly those who wish to create agro-industrial production units throughout the country. With regard to insurance companies, the CRM noted their willingness to contribute to the mobilisation of long-term resources, subject to specific incentives that fall within the ambit of the public authorities.
- 5.6 The CRM was impressed by the creation of micro-finance institutions. It was also impressed by the intention of the government to support their activities in order to facilitate their rate of penetration, to support them in improving their conditions of involvement, and to protect the subscribers and small savers against possible breaches of trust. The dynamism of the Networks of Popular Banks of Burkina Faso (RCPB) also found favour with the CRM. The network is represented in all regions of the country and has introduced innovations intended to facilitate the access of women to credit and to posts of responsibility in the day-to-day management of the network.

- 5.7 The CRM was informed about the Burkinabe capital market. It is organised according to the WAEMU and BCEAO guidelines and comprises mainly the monetary and financial markets. The monetary market, which started its operations in 1975, has two compartments. These are the inter-banking market and the market of negotiable debt obligations. The financial market covers the activities of the Regional Stock Exchange (*Bourse Régionale des Valeurs Mobilières* – BRVM) whose headquarters are in Abidjan. The CRM has observed that very few purely Burkinabe companies are listed on the stock market. It feels that the small size of Burkinabe enterprises and the predominance of family enterprises in the formal and informal sectors constitute a handicap to mobilising financial resources through modern instruments like the financial market.
- 5.8 The CRM observed that the mining sector is a promising growth sector, but recommends that the government takes all the appropriate measures to protect the environment. The mission commends the strategic orientations expressed in the policy letter on developing the private sector and the privatisation process, but recommends that the government introduce more transparency to the process of transferring state heritage.
- 5.9 With regard to taxation, the CRM commends the efforts made by the government to promote a developmental taxation system. However, it recommends that government should be more sensitive to proposals submitted to it by the private sector, particularly during its annual meetings with the government. One proposal it should consider is an additional reduction in the rate of taxation of industrial and commercial profits. This may broaden the tax base and result in the migration of many informal sectors to the formal sector.
- 5.10 The CRM identified a number of difficulties facing the private sector. These are the lack of transport infrastructure in many regions of the country; the shortage and prohibitive cost of energy, which is impeding the development of enterprises, especially SMEs; and the lack of long-term resources for funding the investments of small and medium industries (SMIs).
- 5.11 The recommendations made by the CRM include: (i) pursuing the fight for an integrated cotton industry, together with the other cotton-producing countries of West Africa; (ii) improving the training of young people, and other stakeholders in the economy, on available funds and aids by establishing better partnerships between the state and the private sector in training; (iii) extending the railway line to the Sahel and eventually to Niamey; (iv) developing alternative and renewable energies, especially solar and nuclear energy, in partnership with the countries in the region; (v) generalising and decentralising the activities of the *Maison de l'Entreprise* and one-stop shops in all the regions of Burkina Faso; and (vi) developing the production of dates, Arabic rubber and forage crops in the Sahel region, if the feasibility studies are favourable.

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***Unemployment and the right to employment, social responsibility and the sustainability of the environment***

- 5.12 Burkinabe enterprises are suffering directly from the weaknesses in the country's justice system. Indeed, the embryonic state of arbitration, the inefficiency of the modern justice system and the questioning of traditional arbitrations constitute obstacles to enterprise development. Together with inadequate resources to collect taxes, the difficulty of ensuring respect for their rights should be linked to the reluctance of Burkinabe enterprises to honour their tax obligations.
- 5.13 On another level, if underemployment seems to pose more problems than unemployment, and rural-urban drift is creating high tensions in the labour market, then respect for human rights in general, and those of workers in particular, is a problem in Burkina Faso. This situation is the result of the high rates of illiteracy among the people and the precarious economic situation in which the majority of enterprises operate.
- 5.14 The low social involvement of enterprises is attributable to the somewhat problematic relationships with politics. Finally, despite the efforts made by the government, there is little awareness of the environmental challenges that economic activity and the actions of enterprises present. The CRM analysed the performance of Burkina Faso to improve codes of ethics in businesses as they pursue their corporate objectives.
- 5.15 With regard to access to public markets, the CRM registered several complaints by economic operators, especially in the interior of the country, who affirm that access to public markets is influenced by the weight of politics and lack of transparency. The mission feels that these criticisms are founded. However, they also emphasise the weaknesses and lack of managerial skills in many enterprises, particularly those operating in the building, public works and civil engineering (BTP) sector. They have often shown serious weaknesses in the way they operate in public markets. The CRM noted the intention of the ADB to fund a training programme for BTP enterprises, and recommended that the government and its national and primary partners intensify the training of businesspeople operating outside Ouagadougou in order to improve their competitiveness.
- 5.16 Several traders and businesspeople also asserted that top government officials and members of their families have become business executives. They then take advantage of the markets, notably the public markets, and the facilities for obtaining administrative authorisations or training.
- 5.17 With regard to the fight against corruption and money laundering, the CRM noted the existence of the National Ethics Committee (CNE). This committee helped to draft the various codes of ethics for the different bodies in the administration. Similarly, the HACLC is striving to disseminate professional codes of conduct. Moreover, with regard to enterprises and public organisations, the IGE, placed under the prime minister, intervenes using a

procedures manual which follows international norms and standards. The Professional Association of Banks and Financial Institutions has also subscribed fully to the provisions for the fight against money laundering. The CRM, however, observed the lack of synergy between the banks and the public authorities to convert the intention into reality.

- 5.18 With regard to access to information about the different funds, grants and aids put at the disposal of enterprises by the state, several stakeholders stated that it is characterised by unfair competition because enterprises established in the capital are informed about business opportunities well before others. Besides, some SMEs – notably those in the agro-food sector – have to compete with groups which have easier access to aid from the government and international organisations.
- 5.19 The recent increases in the prices of certain consumer products highlighted the inefficiencies in the markets for these products. They result mainly from arrangements and speculations associated with an absence, or poor interpretation, of information about future trends in the legislative framework.
- 5.20 With regard to fraud and smuggling, the CRM acknowledges that, in a country that shares borders with six ECOWAS member countries and which uses the same currency as five of its neighbours, smuggling becomes a difficult phenomenon to control. In Burkina Faso it concerns various products such as medicines and food products (including sugar). However, cloths from distant countries are also smuggled. The sale of medicines by street vendors is a danger. The authorities acknowledge the problem but have not managed to eradicate it.
- 5.21 There are three monthly economic magazines, whose publication is at times disrupted, and most newspapers have columns on economics. However, their influence on public opinion is limited by illiteracy, the lack of an economic culture and the poor level of investigative journalism.
- 5.22 The recommendations made by the CRM in terms of this objective are: (i) that the government should intensify contacts with the banking sector, in the fight against money laundering, to establish a system for providing rapid information on important movements of funds not associated with current commercial operations; (ii) that the subcontracting of markets for the provision of goods and services to enterprises, established in the regions by the large companies in Ouagadougou, should be promoted by awarding extra points when bids are evaluated; (iii) that the training and upgrading of enterprises of all sizes and categories, including those operating in the BTP sector, should be intensified by soliciting external technical and financial support; (iv) that public authorities should promote greater transparency in the bidding process by allowing more time for bidders to study the markets that are open to competition, while ensuring that tenders to be executed in the regions are widely published using, where necessary, the sub-branches of the CCA-BF.

*Treatment of partners*

- 5.23 In the face of the short-term urgency and the quasi-generalised precariousness, Burkinabe enterprises rarely treat their partners (shareholders, bankers, suppliers, clients, state and local communities) in a just and equitable manner. This situation is certainly due to the weakness of the control bodies and to the difficulties in the structures responsible for regulating the relationships between enterprises and the rest of society

*Corporate responsibility*

- 5.24 Generally, economic and financial information seems to be a problem in Burkina Faso. This makes it difficult to assess and control the responsibility of enterprises and their management.
- 5.25 The CRM notes the need to improve the conditions for the intervention of auditors, statutory auditors and chartered accountants so as to guarantee the independence and objectivity of their judgments and the efficient execution of their missions.

**6. SOCIOECONOMIC DEVELOPMENT**

- 6.1 There are many **challenges of SED** currently facing Burkina Faso. The situation is characterised by a profound difficulty to rid the country of poverty. The economy is still dominated by the exploitation of agricultural resources (cotton and food crops). Their pressure on the soil gradually depletes natural resources. The most important challenges are: to implement successfully a development policy that combines sustained and sustainable growth; to eradicate poverty; to reduce the major social and regional imbalances; to reduce the human pressure on natural resources; to control the 'Sahelian nature' through an environmental and irrigation policy; to modernise the economic and family structures rapidly and resolutely; to transform the public administration into an SED instrument; to exploit the central position of the country in the West African region; and to promote collective participation in the process so that each stakeholder is mobilised and motivated despite being aware of the challenges.
- 6.2 **With regard to international commitments on SED**, Burkina Faso has ratified all the agreements and adhered to all the codes and standards recommended by the APRM. However, it needs to make greater efforts to ensure that they are published, integrated with national legislation, and popularised.
- 6.3 **Promotion of self-reliance in the area of development and capacity building for self-sufficient development.** There are numerous strategic frameworks for reference. These include the Burkina Faso 2025 study, the National Land Use Planning Scheme (SNAT), the PRSF and the regional PRSFs. To these we must add several sector-specific programmes, especially

the Ten-Year Basic Education Development Programme (PDDEB), the National Programme of Access to Drinking Water and Sanitation (PN-AEPA), the National Health Development Programme (PNDS), and the National Programme for the Promotion of Women (PNPF). The rural development sector and infrastructure benefit from good programming, monitoring and evaluation practice.

- 6.4 All of these strategic frameworks and programmes were conceived and developed on the initiative and under the direction of the national authorities, with the support of their technical services. This highlights their desire and capacity to take charge of controlling the technical aspects of developmental policies and programmes. The country is gradually developing efficient human and institutional capacities to formulate, pilot and manage its developmental processes, even if it still resorts to external technical cooperation through international financial institutions at the moment.
- 6.5 Taking ownership of the SED process and reducing the level of dependency of the country on external aid and policies to ensure real initiative in the area of SED also constitute major challenges in the developmental processes.
- 6.6 In this regard, one can say that the influence of the technical and financial partners (TFPs) in development programmes and policies is very strong. Official development assistance (ODA) funds 70% of the development programmes. Burkina Faso has benefited from external financing of all kinds for a long time. More than 50 development partners are operating in the country. They comprise bilateral partners, multilateral organisations, nongovernmental organisations (NGOs) and other stakeholders. They are active in the areas of technical assistance relating to investment projects, funding of investment projects, budget or balance of payments support, food aid, emergency assistance and relief. All of these considerations are likely to affect the country's level of autonomy to develop SED effectively.
- 6.7 **Accelerating SED to achieve sustainable development and to eradicate poverty.** The analysis of economic and social development in Burkina Faso showed that the efforts initiated by the public authorities for promoting development are considerable. The economic and social sectors are the subjects of well-conceived policies and sector strategies and they are regularly monitored. The fight against poverty is analysed in its many dimensions and stakeholders are earnestly engaged in it. During the past 12 years, the country has registered sustained economic growth (an average of over 5.5%). This marks a break with a long period of slow growth which was hardly higher than the population growth.
- 6.8 The development policies and strategies, however, raise three major concerns. The first is that they are integrated into poverty reduction strategies and not into a global strategy which should address the creation, distribution and redistribution of wealth. Secondly, they lack income distribution mechanisms. Finally, they lack the capacity to reduce the monetary poverty which affects nearly half of the population.

- 6.9 In the area of fiscal policy, the tax deductions (12% of GDP) are too low compared to the needs and standards. However, resource allocation is positive and leaves an increasingly important place for the economic and social sectors and for capital expenditure. The economic growth registered, therefore, does not favour the poor. One of the reasons for that is the high population growth of 2.9% during the past decade. It would have been higher without the emigration of considerable numbers of Burkinabe (today estimated at 8 million) to other countries.
- 6.10 Overwhelmed by the very high population growth, economic growth also suffers from poor distribution between the social categories, poor distribution between the regions, and from a lack of sustainability. There is also a serious and increasing imbalance between the ecological (petrologic, climatic and hydraulic) resources and human needs.
- 6.11 Finally, Burkina Faso is characterised specifically by its rural setting and under-urbanisation, virtually no generation of agglomerated money, and no economies of scale.
- 6.12 **Strengthening the policies, distribution mechanisms and results in the key areas, including education, the control of HIV/AIDS and other communicable diseases.**
- 6.13 *In the area of education*, the situation is improving rapidly at the level of basic education, but less so at the other levels. With regard to basic education, considerable quantitative progress has been made. During the past 10 years, the number of children educated has more than doubled to reach 1.6 million today. The gross rate of education has reached nearly 67% as against 45% five years ago. The progress is benefiting both girls and boys even if the gaps, which are reducing, remain significant.
- 6.14 The problems affecting basic education are qualitative in nature. They include overcrowded classrooms, poor supervision of the pupils, weak internal output and considerable shortages of equipment. Classrooms are short of tables and chairs, and schools are often without water supplies and sanitation facilities. The authorities are fully aware of the situation. They intend to make Phase II, which is under way and will last from 2008 to 2010, the phase of acceleration and establishment of educational infrastructures and qualitative improvements.
- 6.15 Despite significant progress made, secondary education remains inaccessible as a significant proportion (almost one-third) of those who pass through the primary cycle do not progress. The junior and senior high schools are often situated very far from the villages. In 2006/2007, the rate of education in the secondary cycle was only 17.7%. The performance was worse still in vocational and technical education, which the authorities intend to develop now. Higher education is also making progress. The initial base is extremely weak and, even today, the gross education rate in the cycle is hardly 2.5%.



- 6.16 ***In the area of health***, Burkina Faso has improved its infrastructure at the level of primary health care. It has also improved the quality and use of health services. However, there is no comparable improvement in personnel. The budget allocated to the health sector has increased to 8.4% of the current budget, compared to 6.5% in 2002. It remains quite low compared to the needs and minimal standards of 10% fixed by the WHO and 15% prescribed by ECOWAS.
- 6.17 The overall results in the health sector are mixed. Remarkable progress has been made in vaccinating children and in HIV/AIDS control. The prevalence of HIV, according to the Joint United Nations Programme on HIV/AIDS (UNAIDS), fell from 6.5% in 2001 to 1.8% in 2005. However, there has been a lack of significant progress in maternal health, family planning, and in the fight against communicable diseases. Indeed, communicable diseases remain accountable for more than 75% of deaths registered.
- 6.18 **With regard to access to other basic services like drinking water, sanitation, energy, finance, markets, ICT, housing and land.**
- Considerable progress has been made in terms of *access to drinking water*, both in the rural and urban areas. Nevertheless, there are some persistent weaknesses. There are still considerable disparities between regions and within regions, and the levels of consumption are lower than the goal of 20 litres per day per person. In addition to improving access to drinking water, the authorities have introduced a remarkable water control strategy. It is intended to improve storage capacities with the help of water storage facilities for agricultural, cattle breeding and energy needs. This water control policy made it possible to have two farming seasons per year, to increase the incomes of farmers substantially, to develop ecological tourism and to improve energy supplies.
  - The situation is worrying in the sub-sector of *sanitation*, given the low coverage rate. The sub-sector cannot mobilise the necessary resources for its development.
  - With regard to *energy*, the density of electrification ranks with the lowest. The country has a low level of energy consumption compared to the other sub-Saharan African countries.
  - Various mechanisms have been introduced to improve *access to credit*. Access remains difficult, particularly for some population groups (the youth and women), and in the rural areas.
  - With regard to *access to markets*, a large proportion of rural farmers cannot sell their products because some production sites are isolated.
  - The reform of the *ICT sector*, initiated in 1998, helped to change the configuration of the sector and improved accessibility to its services.

- In terms of *access*, *land* is still managed in traditional ways. A national policy on land protection has, however, been developed together with a law on land protection. These reforms should facilitate the development of the land as a heritage and for use as collateral for credit.
- With regard to *access to housing*, the government has introduced a series of measures intended to improve the habitat and modernise the infrastructures of Ouagadougou and Bobo-Dioulasso. These are towns where the greater part of the population lives in precarious districts without adequate urban infrastructures.

- 6.19 **Progress made in promoting gender equality in all the crucial areas, including girls' education.** The state has improved the institutional framework by creating a Ministry for the Promotion of Women, constructing women's homes, and developing a national policy and a plan of action for the promotion of women (2006/2007). The state has also begun projects aimed at reducing female poverty by creating a *Fonds d'Appui aux Activités Rémunératrices des Femmes* (FAARF) in 1990, equipping women's organisations to reduce the burden of domestic chores, constructing boreholes, conducting training and eliminating illiteracy, among others. There have also been activities to improve girls' education in the primary cycle and to improve the health of the mother and the child.
- 6.20 All these initiatives have resulted in some significant achievements. Nevertheless, women are still the victims of inequality in several areas. In education, there are persistent inequalities between boys and girls in education, including secondary and higher education. In health, traditional practices like early marriage and levirate persist and they affect the health of women. Even though some progress has been made to achieve equality, women are still highly under-represented in political parties, in Parliament and in the business world, and are discriminated against in employment and income.
- 6.21 **With regard to the participation of all stakeholders,** Burkina Faso has a long tradition of dialogue and consultation in the management of the affairs of the community. Grass-roots communities are involved and consulted through various structures and mechanisms for developing and implementing projects that affect them.
- 6.22 The main stakeholders identified are: (i) The institutions of the republic, such as the Economic and Social Council (ESC). They play an important role to foster participation in the economic and social life of the country. (ii) Civil society, comprising public-interest benevolent associations. (iii) The private sector, which constitutes real development potential, especially in the economic and agro-food branches, and in the tourism, cottage industry and services sectors. (iv) The development partners, who are very active in the country and who contribute more than 70% of the resources for funding SED. These stakeholders are making considerable efforts to harmonise and

coordinate their interventions in countries so as to be in accordance with the principles of the Paris Declaration.

- 6.23 The country's decision to decentralise offers a timely instrument. It should enable all components of the population to be better associated with the development of their localities through the construction of classrooms, health centres and water points, and through environmental protection projects.

## 7. OVERARCHING ISSUES

- 7.1 **Decentralisation.** Regarded as a major component of local development and deepening of the democratic process, decentralisation has been integrated into the major public policies of Burkina Faso. It is based on the 1991 constitution, which advocates the organisation of Burkina Faso into territorial communities. However, the current reform is based on the General Code on Territorial Communities (CGCT), adopted in 2004. The decentralisation process was generalised in 2006. It involves dividing the country into 13 administrative regions, 45 provinces and 351 communes, of which 302 are rural communes and 49 are urban. However, if it is to serve as a real developmental approach, decentralisation should allow for human and financial competences and resources to be transferred effectively.
- 7.2 The decentralisation process is, however, facing various challenges, above all: (i) To provide accessible and quality services to the people. This means that the local communities must be strengthened and the deconcentration exercise completed. (ii) To transform the territorial communities into frameworks to promote local economies. This means that financial resources must be mobilised properly. (iii) To transform the territorial communities into frameworks to promote sustainable development and equitable access to national resources.
- 7.3 **The informal sector.** The informal sector (IS) in Burkina Faso comprises all units that are not registered. It includes micro and small enterprises with a turnover of CFAF 15 million. As in other countries, it is characterised by a variety of activities and employs, in particular, a great number of women. The importance of the IS in Burkina Faso is quite obvious. It offers opportunities to reduce unemployment, to fight against poverty and to ensure the equitable redistribution of incomes. It also allows households to buy goods and services cheaply. It contributes about 30% to the creation of national wealth. It remains a source of job creation, with a rate of 11% in 2003.
- 7.4 The state initiated fiscal reforms in its favour in 1993 to facilitate its movement into the formal sector. However, these reforms have been counterproductive and have caused a relative decline in the production of the sector. Economic operators, in both the formal and informal sectors, believe that the passage from the informal sector to the formal sector is very expensive. This is compounded by a sluggish tax system, competition and accounting requirements. The informal sector is based on socio-cultural values

and the traditional mode of socioeconomic organisation. Consequently, the state should be more innovative and promote strategies dictated by its specific needs in order make the IS a partner in the implementation of economic policies.

- 7.5 **Modernising the state.** Modernising the state and society is no doubt one of the major challenges in the battle for an emerging Burkina Faso by 2025. Indeed, to meet the challenge, the institutions, administrative machinery and the economic and social environments need to be transformed considerably. A National Policy on Good Governance (PNBG) was adopted in August 2005. Its establishment suggested that a global, integrated and systemic approach, based on democratic principles, was being introduced into the drive towards development. The challenge is to determine what types of reforms should be introduced to establish synergy between political stability and democracy on the one hand, and development and economic prosperity on the other. Another equally important issue is the flexibility and institutional capacity of the Burkinabe state to effect these reforms from the perspective of endogenous development.
- 7.6 The best option is to develop a model of a viable and sustainable society that will transcend the concerns of the elite only and cater for the daily needs and welfare of the masses as well. Leaders need to have clear vision; national resources need to be used transparently and efficiently; the accounts of the state, NGOs and associations need to be surrendered systematically; and the fierce battle against corruption should be continued to guarantee that the state and society will be 'modernised'.
- 7.7 Success will also depend on the approaches used for conducting the reforms, the relevance of the procedures adopted, ownership of the reforms and the rigour with which they are monitored and evaluated. It presupposes that a communication strategy exists and that it is characterised by the development of the capacity for listening and critical dialogue, consultation, transparent exchanges and joint decision-making. These are processes through which the state becomes a partner of civil society and of all the other stakeholders. These are the commitments needed to realise the vision of "*an integrated nation, a nation of progress and justice, which is consolidating its respect on the international scene*" reflected in the "*Burkina Faso 2025*" ideal.
- 7.8 **Corruption.** Studies show that corruption in Burkina Faso is spreading and affects all areas of governance. Reports on the prevalence of corruption in the different sectors of socioeconomic life, published every year since 2000 by the National Anti-Corruption Network (RENLAC), show that the magnitude of this scourge is increasing. The UNDP published a national report on human development in Burkina Faso in 2003. Its topic was 'Corruption and Human Development'. It analyses the different facets of corruption in Burkina and confirms the gloomy picture of this scourge. The state has tried to accept its responsibilities in the light of the situation.

- 7.9 With regard to the legal framework of the fight against corruption, Burkina Faso has adhered to, signed or ratified various regional and international instruments on the prevention and fight against corruption. It has also adopted internal institutional, legal and political measures to try to eradicate the scourge. At the institutional level, in addition to the internal and external control bodies on budget management, the government has created a specific institution, the HACLC. However, the persistence of this problem, and the impunity with which it is perpetrated, testifies to the inefficiency of these bodies. A new policy was adopted in February 2008 and the ASCE, endowed with extensive powers, established. They are aimed at strengthening the existing mechanisms.
- 7.10 The magnitude of corruption in Burkina Faso constitutes a danger to civil peace and concord. It also hampers the smooth development and sustainable prosperity of the country. Consequently, the fight against corruption is a battle that concerns all components of the nation: the government, civil society and the private sector. They should strive to achieve consensus to implement a sustained and concerted strategy in this area.
- 7.11 **Land use planning.** Constructing the ‘Burkina Faso of tomorrow’ by 2025 requires careful consideration of the country’s potential and of its projected future. In this context, the issue of land use planning should address and meet certain challenges: (i) high population growth; (ii) persistent pressure on arable lands, which are subjected to intense degradation because of cotton cultivation; (iii) external and internal isolation; (iv) under-urbanisation, with the urban population comprising only 20.5% of the total in 1996 and 22.6% in 2006; (v) the land issue, with the difficulties associated with implementing Agricultural and Land Reorganisation (RAF); (vi) pitfalls of the decentralisation/deconcentration process; (viii) the proliferation of projects undertaken using donor agencies; and (ix) the burden of the historical nature of the economic environment and the national territory.
- 7.12 The Burkinabe authorities are aware of these problems and conducted the “*Etude du Schéma National d’Aménagement du Territoire du Burkina Faso*” in June 2007. Its main objective was to search for regional balance and economic efficiency from the perspective of sustainable development. It is also adjusted economic growth to be consistent with the ecological and human capital of each region. The master plan and regional plans, as defined by the authorities, strive to address these issues by taking into account the potential of each region.
- 7.13 The main issue here is agricultural development. This raises the problem of irrigation and the control of water. Burkina Faso has considerable underground water potential. It represents great wealth that is not really exploited. Other matters, like the land issue, managing perimeters and marketing products, should also be considered.
- 7.14 Urbanisation is a key issue in land use planning. The urban population represents only 20% of the total population, and more than 70% of the

population lives in rural areas. The population growth rate in the capital, Ouagadougou, is nearly 5% (4.86%, to be precise). In other towns it is 3.4%, while it is 2.63% in the rural areas. This shows that the towns, especially the capital, drain a large proportion of the revenue from the rural areas. A major challenge facing the government is to reverse the trend to ensure the equitable distribution of resources, especially investments.

- 7.15 With regard to the industrial policy for planning land use, the most obvious route is to increase the value of agricultural produce. The SNAT should enable Burkina Faso to reconfigure the national space carefully and to position its industries appropriately so as to develop the diverse nature of the growth centres.
- 7.16 **Training, skills enhancement and insertion of young people.** According to the 2006 census, more than half of the population of Burkina Faso, estimated at 13,750,258, was below the age of 20 in 2006, and nearly 70% was 35 or younger. The Ministry of Youth and Employment<sup>1</sup> noted that this population “should be taken into account in all development projects and programmes”. However, the challenges to be met for the youth of Burkina Faso are enormous: (i) employment, as 70% of the unemployed in Burkina Faso are below the age of 35 years; (ii) unemployment is primarily an urban phenomenon in Burkina Faso – however, it is also a major challenge in rural areas, where about 40% of young people are underemployed; (iii) the education system in Burkina Faso does not provide for the needs of the labour market adequately; and (iv) young people often work under precarious working conditions.
- 7.17 The government created a framework for dialogue and reflection to deal with this situation in 2005. The National Youth Forum brings together the head of state and representatives of the youth every year to discuss key developmental issues such as entrepreneurship, access to credit and vocational training. In addition, a new National Policy on Education and Technical and Vocational Training (EFTP) has been adopted. Its main strategies reflect the recommendations of the youth forum: (i) to develop the sectors that improve local economic potential; (ii) to adopt an appropriate status for training establishments and centres; (iii) to create functional links between the different educational levels and to establish equivalent qualifications for the different types of training; (iv) to extend the categories of teachers in the EFTP sub-sector; and (v) to use teachers rationally and efficiently. The action plans will be implemented between 2009 and 2015.
- 7.18 The initiative of the president of Burkina Faso to hold an annual forum with young people and to listen to the future forces of the nation is commendable. It helps to associate the youth with making decisions on policies that can open opportunities for them, and to envisage partnerships for their implementation.

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<sup>1</sup> Document prepared by the Ministry of Youth and Employment entitled *National Youth Forum*. Third edition. Theme: Promoting Civism and Patriotism of the Youth for a Sustainable and Participative Development. Page 3.

- 7.19 **The problem of gender and gender equality.** Women constitute the majority of the population of Burkina, and they are the cornerstone of the family and agricultural production. Burkina Faso has ratified a good number of international and regional conventions on the rights of women. By adhering to these instruments, the Burkinabe state is committed to instituting a legal framework and relevant institutional mechanisms, and to implementing policies and strategies that can offer the Burkinabe – both men and women – equal opportunities for access to SHD.
- 7.20 Some well-known actions have been initiated, but a good number of instruments are ineffective as a result of a lack of appropriate measures to ensure their application, and a lack of ownership by all the actors, especially the beneficiary populations. In fact, very few women are aware of the existence of these instruments, not to mention eventually enjoying them. This is attributable to the persistence of socio-cultural constraints militating against women, and the high illiteracy rate among women, which is estimated at 80% among young girls and women aged above 15 years. The factors are related to the low political and economic participation of the female population, notably 5% at the level of local entities and 16% at the level of Parliament. The Burkinabe authorities should initiate voluntarist policies to enhance the access of women to basic social services and production factors in order to make them real informed actors and beneficiaries of development. The APR Panel recommends (notably) the adoption of positive discriminatory policies such as the institution of a quota system for both elective and appointment function.
- 7.21 **The diaspora, a factor of sustainable development.** Presently, the number of Burkinabe living abroad is estimated at about 8 million people, representing nearly two-thirds of the country's population. This is an exceptional number when compared to other countries in the African continent. The very high degree of attachment of the Burkinabe diaspora to the 'motherland', combined with its dynamism and ingenuity – which are highly appreciated in the entire West African region, and in all areas of activity – are powerful vectors to accompany all the strategies and policies geared towards general sustainable development objectives and opening up Burkina Faso.
- 7.22 Concerning financial resources, recent statistics indicate that the current transfer of funds from the diaspora amounts to some CFAF 50 billion per annum, representing one-third of the amount mobilised during the past two decades.
- 7.23 The authorities are quite aware of the immense development potential of this diaspora. This awareness is mainly expressed through the efforts geared towards developing a migratory policy, which falls under the responsibility of the National Population Council (CNP), and the creation of the Supreme Council of Burkinabe Living Abroad (CSBE). It is within this framework that the implementation of this policy is expected to give a concrete boost to achieve the full participation of the Burkinabe abroad in the economic, social and cultural development of their country.

- 7.24 **Legal insecurity in the rule of law.** Legal insecurity presupposes the protection of the rights of individuals in the face of the arbitrary nature and unpredictability of public authorities. These rights include the right to legal identity (record of civil status), which makes the individual a particular being by conferring on him or her rights, but also obligations. Also, true citizenship is acquired through a legal act which enables the individual to exercise his or her rights and assume responsibility for his or her actions. According to the 2006 general population census, the rate of birth registrations is 59%. In other words, more than four out of every 10 Burkinabe are not registered at the birth and death registry.
- 7.25 Without a legal identity, the individual cannot move around freely (freedom of movement), nor exercise his or her voting rights (freedom of choice), nor set up a trade or create a company (freedom of entrepreneurship), nor have access to basic social services (apply for a title deed or inherit property), nor open a bank account and find employment (right to employment), nor legally form a union (right to marry). In other words, the civil status act is an inalienable right of the human being. Consequently, it is the responsibility of the state to take all appropriate measures to ensure the full guarantee of this right so that every Burkinabe is able to get a legal identity.
- 7.26 The present provision of identification, which uses mobile kits that have been adapted to the rural areas, seems inadequate given the magnitude of the phenomenon. The public authorities urgently need to: (i) organise the mobile courts; (ii) establish special birth registration centres in hospitals and maternity homes; (iii) implement a public sensitisation programme; (iv) computerise the services that produce birth certificates and temporary birth certificates; and (v) appoint birth registration services agents who are better trained, and who have irreproachable professional and moral abilities, and provide them with adequate resources to accomplish their mission.
- 7.27 **The issue of e-governance.** The problem of Burkina's isolation tends to conceal assets related to its central geographical position in West Africa. With the national cyberstrategy, some of the present bottlenecks that are mortgaging the global opening up and international influence of Burkina would be eliminated.
- 7.28 The national cyberstrategy is aimed at contributing to enhance, strengthen, deepen and improve the democratic processes. However, in order for modern information technology to become an effective tool for promoting good governance, it should be based on an affirmed will to: (i) create the conditions to ensure the participation of the citizens in decision making that is more direct and open, so as to facilitate a much wider influence of the citizens on the results expected from the policies; (ii) establish institutions and procedures that promote the enjoyment by all citizens of their right to information; and (iii) enhance the transparency and imputability of all practices and processes that constitute the public space. The efforts of the country have not yet achieved these results.



### Good practices

- Burkina Faso: regional ombudsman and peacemaker in Africa
- The national citizenship week
- Anti-corruption committees in the Burkinabe police service
- Women's houses
- When the authorities are an example to follow!
- Computerising the expenditure chain to ensure more transparent management
- Efficient cash management contributes to better budget projection
- Transparent customs management increases tax productivity
- The GODE Craft Production Unit (UAP)
- The Networks of Popular Banks of Burkina Faso (RCPB)
- The National Youth Forum and its consequences on the youth employment policy

## 8. CONCLUSION

- 8.1 Other practices deserve special mention by the CRM, notably National Farmers' Day (JNP); the Government and Unions Forum; the Government and the Private Sector Forum; the National Cultural Week; the SIAO, which is the invention and craft industry fair of Ouagadougou; the Burkina Tour, which has become an African cycling sports event; and, of course, the pan-African film festival FESPACO.
- 8.2 The APR Panel appreciates and values all the efforts made by the authorities of Burkina Faso to address the challenges of implementing the programme of action, and to assume the challenges of democratisating the SHD process with so much determination. On the path of this construction, there are constraints and risks to which Burkina should remain attentive and to which it should find solutions for executing the action plan with the participation, and for the benefit, of all stakeholders. This determination should be effectively expressed through the elimination of the constraints, some of which could even constitute risks.
- 8.3 Among these constraints, there is a need to stress in particular the mode of 'blocking' the democracy and multiparty system, which is somewhat stifled by the omnipresent weight and domination of the majority party on the Burkina political scene. This constitutes an issue of concern. The pernicious separation between the leaders and institutions of the republic on the one hand, and the populations on the other, prepared the ground for increasing inequalities at the

social level despite sustained growth of nearly 6% over a long period. Added to that are regional and geographical inequalities, which fuel the feeling of exclusion from the economic advantages of growth. This is to the detriment of the rural areas and the ethno-cultural groups that live in these disadvantaged geographical areas. At the natural level, the vagaries of the weather and Sahelisation of the country constitute more than constraints, but real risks.

- 8.4 In addition to these internal constraints, there are also constraints and risks arising from the dynamics of the global economy. These include soaring oil prices, coupled with the high cost of electric power and the volatile price of cotton on the world market – a crop that is very important to the economy of Burkina Faso.
- 8.5 At the social level, the 2.9% population growth rate is weighing heavily on resources. To this one must add that within an arid Sahelian environment, the situation is aggravated by economic growth that occurs without an increase in job creation, but is rather accompanied by unemployment and the precariousness of employment. The main victims are young people, who are in an uproar and who cannot make headway in the existing planning for a sustainable future. Also, the low level of involvement of women in the various political, economic and social processes is weighing down and hampering the implementation of the programme of action.
- 8.6 However, an optimistic perspective illuminates the dynamics of the construction of an emerging economy in Burkina Faso. It is based, in particular, on the assets of the country. These assets should determine the country's chances of success in the implementation of its programme of action. One of the major assets of Burkina Faso is its people, who are confident in their capacities, have a leadership with a visionary sense, and are determined to change the course of things. Other assets – such as the dynamism of the Burkinabe informal sector, the country's membership of regional economic and monetary groups, the dynamism of the associative movement, and the pride in cultural values of the Burkinabe people – all combine to enhance the chances of transforming the hope into a shared reality. This optimistic perspective is also based on the evaluation by other actors and partners, such as the Millennium Challenge Corporation. The corporation has found that the country is making progress in 10 of the 17 performance criteria in the three political categories considered. Burkina Faso should, therefore, build on these assets and progress made to take up the challenges and address the constraints.

#### **The assets**

- 8.7 Burkina Faso has, at the political, economic and social levels, the following assets:
- a. The political stability of Burkina Faso, which is an asset of the very first order on which it can base the construction of an emerging country by 2025.

- b. A people that have succeeded in developing faith in their own capacities, particularly their working capacity.
- c. Its role as a hub in the resolution of subregional crises because of the respectability of its leaders.
- d. Its great agro-pastoral potential, which should be developed in order to meet its own needs, but also in order to export products to the subregional and international markets.
- e. The development of its cultural potential in exportable products with regional and international cultural activities.
- f. Its central geographical position in West Africa, with its heritage as a transit and commercial and cultural junction.
- g. The capacity to control water and other natural resources – both land-based and underground – which the country developed these past years.
- h. The visionary sense of its leadership, which should be strengthened to turn it into a force for transformation of the society towards a better future.

**The challenges**

- 8.8 The country should count on its assets to meet a number of challenges, including (notably) the following:
- a. The ‘unblocking’ of the political arena that is somewhat stifled by the weight of the omnipresent majority party.
  - b. The corruption that is creating a rift between the governors and the governed, and which is undermining all the reform efforts.
  - c. The insignificant involvement of women and the youth in the development process as partners and actors in their own right.
  - d. A political and democratic governance that produces few dividends in the fields of legal and physical security, food security, as well as economic security, social security and environmental security of the populations.
  - e. The lack of consensus around the defined vision, which is the construction of an emerging economy by 2025.
  - f. The transformation of the handicap of isolation into a development asset.
  - g. The capacity to mobilise and coordinate human, material, natural and financial resources.

- h. The choice of partnerships with the private sector for investment of the enterprise in flourishing niches.
- i. Promotion of capital transfer by Burkinabe living abroad as a lever in distributive economic growth.
- j. The integration of the informal sector into the economy as a partner in the progress towards an economically emerging society.
- k. The capacity of the country to ensure and maintain a growth that is not only high but also sustainable, inclusive, participative and distributive.
- l. The control of the 'Sahelian nature' through an appropriate environmental policy for transforming the Burkinabe Sahel into a fertile land.
- m. The control of the cultural constraints that can stop or impede socioeconomic development.

Socioeconomic development efforts and progress include:

- n. The inequitable spatial distribution of the population, which makes Burkina a country with a highly dominant rural population.
- o. The transformation of the youth, who constitute the majority of the Burkinabe population, into an asset in the dynamism of structural transformations.

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## CHAPTER ONE

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### 1. INTRODUCTION: THE APRM PROCESS AND ITS IMPLEMENTATION IN BURKINA FASO

*“The mandate of the African Peer Review Mechanism consists in ensuring that the policies and practices of participating States are in conformity with the agreed political, economic and corporate values, codes and standards. The APRM is a mutually-agreed instrument for countries’ self-evaluation by the Heads of State and Heads of Government of the participating countries.”*

NEPAD/HSGIC/03-2003/APRM/MOU/Annex II

#### 1.1 The APRM and its process

1. At the Inaugural Summit of the AU, held in Durban, South Africa, in July 2002, the NEPAD Implementation Committee adopted the Declaration on Democracy and Political, Economic and Corporate Governance. In its efforts to promote the quality of governance in Africa, the Sixth Summit of the HSGIC of NEPAD – held in Abuja, Nigeria, in March 2003 – endorsed the Durban Declaration and adopted the MOU regarding the APRM. Thereafter, the main documents outlining the basic principles, processes and objectives of the APRM – including the *APRM Base Document*, the *APRM O & P Document*, as well as the *OSCI Document* – were also adopted by the heads of state.
2. From the outset, AU member states can adhere voluntarily to the APRM, which is a self-evaluation mechanism by Africans, for Africans. The main objective of the mechanism is to ensure that the policies and practices of participating countries comply with the values, codes and standards pertaining to political, economic and corporate governance and to socioeconomic development, as outlined in the Declaration on Democracy and Political, Economic and Corporate Governance. As a result, the ultimate goal of the mechanism is to encourage participating countries to adopt policies, standards and practices leading to political stability, high economic growth, sustainable development and accelerated subregional and continental economic integration through the sharing of experiences and the reinforcement of successful practices. The APRM also aims at identifying deficiencies and assessing the requirements of capacity building.

**Box no. 1.1: APRM progress report**

Widely proclaimed as the jewel in the crown of NEPAD, the APRM is a unique mechanism that allows the exchange of information and good practices between peers, based on mutual trust between states and their common faith in the peer review process. It is also a commitment to standards of good governance in Africa, a commitment that allows the codes and standards embodied in the Declaration on Democracy and Political, Economic and Corporate Governance to be implemented.

Stakeholder ownership and national leadership are essential for the effectiveness of the process. Such leadership is that as practised with regard to other existing national processes, namely the processes as set out in the Poverty Reduction Strategy Papers (PRSPs), in the MTEF, in the National Plans of Action on Human Rights, in the strategies to achieve the Millennium Development Goals (MDGs), in ongoing institutional reforms and poverty reduction strategies, as well as in other relevant strategies on governance and socioeconomic development, and related programmes and projects.

Twenty-eight AU member countries have so far voluntarily acceded to the APRM. Algeria, Burkina Faso, Cameroon, the Democratic Republic of the Congo (DRC), Ethiopia, Gabon, Ghana, Mali, Mauritius, Mozambique, Nigeria, Rwanda, Senegal, South Africa and Uganda were the first 15 countries to become part of the APRM. Benin and Egypt signed the MOU and thus became members during the AU Extraordinary Summit held in Sirte, Libya, in February 2004. In July 2004, five other countries – Angola, Lesotho, Malawi, Sierra Leone and Tanzania – became part of the APRM during the AU Summit held in Addis Ababa, Ethiopia. Later on, two other countries – Sudan and Zambia – became part of the mechanism during the APRM Forum Summit held in Khartoum, Sudan, in January 2006. São Tomé and Príncipe signed the MOU during the NEPAD Implementation Committee meeting held in Addis Ababa in January 2007. Djibouti acceded to the APRM during the Forum Summit held in Accra, Ghana, in July 2007, and Mauritania signed the MOU in January 2008 during the APRM Forum in Addis Ababa, Ethiopia, thus giving it the status of a full member of the APRM.

The first countries to be reviewed were Ghana, Kenya, Mauritius and Rwanda, with such reviews taking place in 2004. To date, reviews have been conducted in nine countries: Ghana, Rwanda, Kenya, South Africa, Algeria, Benin, Uganda, Nigeria and Burkina Faso. Ghana, Rwanda, Kenya, South Africa, Algeria and Benin were peer reviewed during the APRM Forum Summit held in Khartoum, Banjul, Accra and Addis Ababa.

3. So far, 28 African countries that are members of the AU have voluntarily acceded to the APRM. Membership of the APRM requires that the signatory state commit itself to undergo periodic peer reviews and to be guided by agreed instruments in order to implement sound political, economic and corporate governance, as well as sound socioeconomic development, by way of its programme of action.
4. The APRM process comprises stages, which are defined in the *APRM Base Document*. These phases are briefly described below.
5. **Phase one** is a preparatory phase, both at the level of the APR Secretariat and at national level. Under the leadership of the APR Panel, the secretariat sends the country to be reviewed a questionnaire covering the four areas of APRM concern. The country concerned then leads a self-evaluation exercise based on

the questionnaire and, if necessary, with the assistance of the APR Secretariat and/or APRM partner institutions. Once the self-evaluation is completed, the country prepares a preliminary programme of action based on existing policies, programmes and projects in order to address the issues, challenges and governance problems noted. The CSAR and the preliminary programme of action are then submitted to the APR Secretariat. During the same period, the latter prepares a background document on the country. This document is based on relevant and updated document research and information collection with regard to the status of governance and development in the country in the four areas of evaluation.

6. **Phase two** involves the CRM. Under the leadership of the APR Panel, the CRM travels to the country concerned. The CRM's priority is to go beyond the confines of the CSAR and to engage in as much consultation as possible with the government, officials, political parties, parliamentarians and civil society representatives, including the media, academia, trade unions, the business community and professional organisations. Its main objectives are to:
  - ascertain the perspectives of different stakeholders in terms of governance in the country;
  - highlight the challenges identified in the documents relating to issues that are not reflected in the country's preliminary programme of action; and
  - establish consensus as to how these issues can be addressed.
7. It is important to note that the country concerned plays a facilitating role during the visit in order to ensure that the CRM can conduct its evaluation effectively. The CRM has access to all sources of information and to the relevant stakeholders in accordance with the MOU on the Technical Assessment Mission and on the CRM signed by the country and the APRM.
8. In **phase three**, the report of the CRM is drafted. This report builds on the CSAR, the background documents and the issues prepared by the APR Secretariat, as well as on information drawn from official and unofficial sources during extensive consultations with stakeholders during the CRM.
9. The purpose of the draft report is to:
  - consider applicable commitments made in the preliminary programme of action regarding political, economic and corporate governance, and socioeconomic development;
  - identify all the weaknesses that still exist; and
  - recommend the inclusion of additional actions in the final programme of action.
10. The draft report is first discussed by the APR Panel, which is officially the author of such report. The report must be clear as to the specific actions to be

taken in cases where important issues have been identified. Since the draft report is first discussed with the relevant government with a view to ensuring the accuracy of the information contained therein, this provides an opportunity for the government to respond to CRM findings and to express its own views on the deficiencies identified for correction. Finally, the response of the government must be annexed to the CRM Report and the programme of action finalised by the country on the basis of the findings and recommendations of the CRM formulated in the draft report.

11. **Phase four** begins when the final report of the CRM and the programme of action are sent to the APR Secretariat and the APR Panel for consideration. After such consideration, the panel submits these documents to the APR Forum of Heads of State and Government of member countries for consideration and for the formulation of actions that are deemed necessary and which fall within the mandate of the forum. If the country concerned shows its willingness to rectify the identified deficiencies, participating governments must provide all the assistance within their power and must urge government and donor agencies to assist the country under review.
12. **Phase five** is the final stage of the APRM process. Six months after its consideration by participating countries' heads of state and government, the final report is officially and publicly discussed by the main regional and subregional structures. These structures include the regional economic commission to which the country belongs, the Pan-African Parliament, the African Commission on Human and Peoples' Rights, the Peace and Security Council, and the Economic, Social and Cultural Council (ECOSOCC) of the AU.
13. The duration of the process can vary considerably from country to country, depending on the particular country's specific requirements. The period of time set aside for each peer review from the beginning of phase one to the end of phase four is between six and nine months.
14. This report marks the third phase of the APRM process in Burkina Faso. It presents the findings of the CRM with regard to Burkina Faso, as well as the APR Panel's recommendations.

## **1.2 Implementation of the APRM process in Burkina Faso**

15. Burkina Faso signed the MOU on 20 March 2003, thereby marking the commitment of Burkina Faso's political authorities vis-à-vis its people and the international community to comply with the principles of democracy; good political, economic and corporate governance; and sound socioeconomic development through a periodic review by its African peers.
16. After becoming part of the APRM, Burkina Faso appointed its minister of foreign affairs and African integration as the focal point for the review process. After a period of slow activity, the APRM process resumed its pace



following the two presidential decrees of 25 May 2007 establishing, respectively, the APRM National Council (NC-APRM), directed by Professor Hassimi Kwanda, and a permanent secretariat to provide technical and administrative support. Comprising 27 members from different sectors of Burkina Faso society – including 14 from public institutions (the government and Parliament), four from the private sector (employer organisations and independent economic operators), and nine from civil society – the NC-APRM is chaired by the Head of State Permanent Secretary.

17. The NC-APRM's mission is to:
  - popularise the principles, processes, objectives and actions of the APRM in order to achieve ownership thereof by the various development actors;
  - raise national awareness regarding APRM issues and challenges;
  - popularise the APRM MOU and declaration;
  - ensure Burkina Faso's influence on the international scene through APRM implementation;
  - define the pillars of the national programme of action within the APRM framework;
  - monitor the implementation of national actions retained under the APRM;
  - promote greater integration of national actions falling within the APRM framework;
  - draft periodic reports on the progress of APRM implementation; and
  - define the methodologies considered in the context of self-evaluation.
18. To carry out its mission effectively, the NC-APRM is supported by a secretariat of heads of technical departments in charge of defining the methodology to be followed as part of the self-assessment, and accompanying the process, by interacting with Technical Research Institutes (TRIs) in the four APRM thematic areas.
19. The self-assessment exercise could not succeed without competent, honest and credible technical institutions. As of October 2007, the NC-APRM had appealed to the INSD, the ISSP, the CGD and the CAPES for assistance. These institutions were mandated to deal, respectively, with corporate governance, economic and social development, democracy and political governance, and economic governance and management.
20. The APR Panel's work schedule provided for the launching of the Burkina Faso evaluation process during the fourth quarter of 2005. However, due to the presidential and legislative elections, self-assessment actually commenced only in 2007.

21. From 19 to 22 June 2006, Professor Mohammed Seghir Babès, a member of the APR Panel of Eminent Persons, visited Burkina Faso, leading a delegation of six persons on a support mission relating to the implementation of the evaluation process.
22. The main objective of this mission was to launch the self-assessment process in Burkina Faso. More specifically, the aim of the mission was to:
  - sign the technical MOU on the peer review mechanism;
  - assess the procedures and mechanisms established by Burkina Faso in order to undertake its self-assessment exercise;
  - meet the NC-APRM and TRIs in order to assess the potential of the researchers to be involved in the process; and
  - agree on a roadmap for the NC-APRM with a view to accelerating various self-assessment activities.
23. The CRM was received by His Excellency the president of the republic of Burkina Faso and the minister of foreign affairs and regional cooperation (formerly the focal point of the APRM in Burkina Faso), both of whom personally and closely followed the work of the mission.
24. The CRM worked intensively with the permanent secretariat. It also held several working meetings with representatives of civil society and the private sector as part of the workshops organised by the authorities to launch the self-review exercise in respect of Burkina Faso.
25. On 10 and 11 January 2008, a draft national self-assessment report was submitted for validation to nearly 200 national and local actors in both the state and parastatal spheres. Participants in the workshop came from national, centralised and decentralised administrations, from the formal and informal private sector and from civil society organisations, including traditional authorities.
26. A national programme of action in each of the APRM thematic areas was proposed in order, on the one hand, to reinforce the gains made and existing good practices and, on the other, to take up the challenges identified in areas suffering from well-known deficiencies.

### **1.3 The CRM**

27. The Burkina Faso review mission was conducted jointly by Professor Mohammed Seghir Babès and Mrs Marie-Angélique Savané – both members of the APR Panel of Eminent Persons – from 18 February to 10 March 2008. Burkina Faso became the ninth country to be evaluated and the second nonmember country of the NEPAD Implementation Committee; hence it was less informed about the APRM and was less prepared for the process. Most

importantly, however, it was the second Francophone country in sub-Saharan Africa to be evaluated. In many respects, Burkina Faso's experience in this regard will be interesting for other countries experiencing the same realities all over the continent.

28. The CRM comprised 19 African experts from 12 member states of the AU who were chosen for their expertise and experience in the fields of governance in the different thematic areas covered by the APRM. These experts were as follows:

*From the APR Panel and Secretariat*

29. Professor Mohammed Seghir Babès and Mrs Marie-Angélique Savané, mission leaders and members of the APR Panel of Eminent Persons; Mr Moïse Nembot, the coordinator in charge of the theme 'democracy and political governance', and the evaluation coordinator in respect of Burkina Faso; Mr Dalmar Jama, Research Analyst for Corporate Governance; and Ms Atany Kagnaguine, Support Officer of the APR Panel of Eminent Persons.

*From partner institutions*

30. Ms Houda Mejri, head of communication and responsible for gender issues at the ECA; Mr Daniel Gbetnkom, in charge of economic affairs at the ECA in the West Africa subregion; Mr Guy Fortunat Ranaivomanana, in charge of economic affairs and governance at the ECA; Mr Donatien Bihute, former vice president of the ADB and an international consultant, representing the ADB; Ms Sylvie Kinigi, former prime minister of Burundi, international consultant and UNDP representative; and Mr Kango-Lantone Lare, in charge of the good governance programme at the UNDP Regional Service Centre in Dakar.

*Independent experts of the APR Secretariat*

31. *Democracy and political governance:* Mr Yenikoye Ismael Aboubacar, international consultant and former dean of the Faculty of Human Sciences in Niamey; Mr Babacar Gueye, Professor *Agrégé* in the Faculty of Law at the University Cheikh Anta Diop in Dakar; and Mr Léopold Donfack Sokeng, Professor *Agrégé* of Public Law at the University of Douala.
32. *Governance and economic management:* Mr Mbaya J Kankwenda, international consultant, executive director of ICREDES, former chief economist of UNDP Africa, former UNDP resident representative and former minister of planning of the DRC; and Mr Pasteur Just Akpo, economist and professor at the University of Benin.
33. *Corporate governance:* Mr Karim Ben Kahla, Professor *Agrégé* of Management Science at the University of Tunis.
34. *Socioeconomic development:* Mr Ousmane M Diallo, international consultant and former minister of planning of Mali; Mr Mahmoud Ben Romdhane,

Professor of Economics at the University of Tunis; and Mr Omar Saïp Sy, Professor of Management at the University of Rennes.

35. In accordance with the APRM mandate, the CRM studied in depth, and checked, the findings of the self-assessment of the NC-APRM regarding the efforts made by the country in the area of governance. More specifically, the mission:
- engaged in the widest possible consultations with all stakeholders in order to produce an in-depth and complete self-evaluation report;
  - assessed the draft programme of action submitted by the country and made appropriate proposals;
  - ensured as far as possible that the self-assessment process undertaken by Burkina Faso was technically sound, credible and free from political manipulation; and
  - built consensus with stakeholders on outstanding issues and challenges and on the recommendations that could improve governance in the country.
36. The CRM was therefore expected to meet all the role-players involved in the APRM process in Burkina Faso, including the president of the republic, representatives of the legislature and the judiciary, the institutions of the republic, members of government, decentralised authorities in the regions and in some provinces of the country, political parties, traditional institutions of power, employer and private-sector organisations, members of civil society, opinion leaders, youth and women's movement representatives, disadvantaged groups, and representatives of academia and the media.

#### **1.4 Activities undertaken during the evaluation mission**

37. The CRM's work regarding the assessment started with the official launching ceremony of the evaluation process by the president of the republic, in the presence of the constituent bodies, development actors, the diplomatic corps and representatives of international organisations. This launch was followed by a press conference. The head of state granted an audience to the mission, which was followed by an audience by the prime minister. The mission then met the presidents of the institutions of the republic, the speaker of the National Assembly together with presidents of parliamentary committees and committee chairpersons, members of the government, members of the diplomatic and consular corps, members of international organisations, traditional leaders, and members of civil society and the private sector.
38. The president of the republic again emphasised his support for, and personal involvement in, the facilitation of his country's review process. He urged all citizens of Burkina Faso, particularly opinion leaders and decision makers at

- all levels, to render all necessary assistance to the mission and, especially, to provide the information requested independently and frankly.
39. After this initial contact, the mission organised seminars with members of the government as a whole (35 ministers and deputy ministers took part in these seminars). During such seminars, the evaluation team conducted a dialogue with the ministers on the strategic trends of the country, on the issues and challenges of political and economic governance, on the socioeconomic targets that the country is meeting or should meet, and on possible medium and long-term solutions.
  40. The mission worked in stages: During the Ouagadougou stage, Burkina Faso's capital and main city, Ouagadougou (in which governmental and diplomatic services are located) was visited. In the regional stage, the mission visited all 13 regions of the country, thus covering, for the first time in the APRM assessment process, all the geographical areas of a member country. In the final stage, the report at the end of the mission was drafted.
  41. In Ouagadougou, the mission met with the focal point and the NC-APRM and discussed the self-evaluation report. Thereafter, in the first five days that followed, the mission met with all stakeholders, including representatives of civil society, the private sector, women, youth and political parties. The mission then met with all presidents of the republic's institutions, namely the Constitutional Council, the Court of Appeal, the State Council, the ESC, and the Supreme Council for Communication (CSC). The mission also met with the ombudsman of Burkina Faso, the lord chancellor of the CNE, the Audit Court, the HACLC, the IGE and the president of CENI. In addition, the mission met with the ambassadors of the Group of Eight (G8) countries accredited to Burkina Faso in Ouagadougou and resident in Ouagadougou – i.e. the ambassadors of the United States of America (US), France, Canada and Germany – as well as with other bilateral partners and with technical and financial partners (TFPs). The meeting with the ambassadors of African countries accredited to Burkina Faso and resident in Ouagadougou was one of the highlights of the mission's activities. The mission also met with the Technical Research Institutes (TRIs).
  42. The CRM also held a women's forum, a youth forum, a forum for officials and intellectuals, a media forum, a forum for political parties and a forum for trade unions to discuss the issues and concerns of each of these organisations. These meetings, which included hundreds of participants, were the occasion for intense dialogue. Finally, the mission held meetings with the representatives of several thematic groups such as the president of the National Council of Private Investors, representatives of the Professional Association of Banks and Financial Institutions, representatives of the Youth Association, representatives of the Women Entrepreneurs Association, and representatives of economic operators and several financial institutions.
  43. The evaluation team then toured the 13 regions of the country and held meetings in their respective capitals Zignaré, Kaya, Dori, Bobo-Dioulasso,

Banfora, Gaoua, Ouahigouya, Koudougou, Dedougou, Tenkodogo, Fada, Manga and Ouagadougou. Each time, it met with all stakeholders, first in a plenary session and then in thematic workshops. Finally, all concerned returned to the plenary session to undertake the validation of the outcomes of workshop proceedings. Everywhere it went, the mission noted with great satisfaction that not only had the people responded massively to the invitation of the APRM, but they had also met the expectations of reviewers by analysing the situation with great control and in an articulate manner. During its tour of the regions, the mission also visited Bagré Dam in the region of Tenkodogo, a dam known for its huge water retention and its tourist assets, as well as for its ability to produce fish in the open Sahel.

44. Back in Ouagadougou, the CRM had the opportunity to talk for six-and-a-half hours with the prime minister and members of the government, who were meeting in ‘full house’. This was an opportunity for the CRM to hear members of the government on thorny and complex issues such as economic policy, economic growth and the persistence of poverty, the riots against the increasing cost of living, the multiparty system, the expansion of political space, corruption, institutional functioning and separation of powers, as well as on crosscutting issues such as gender equality, support for youth employment, and so on. The mission met again with development partners and with political parties to discuss issues in more detail. During this phase, the mission was also able to meet with the Women Entrepreneurs Association and other promoters of women’s welfare in Burkina Faso, and with the permanent secretariat.
45. Finally, a wrap-up meeting was held at the end of the mission during a working session chaired by the president of the republic and attended by the prime minister, and by the president of the NC-APRM and its permanent secretary. During the meeting, the assessment team presented the main results of the consultations, focusing both on the major achievements of Burkina Faso and on the challenges identified by the evaluation. In his speech, the head of state of Burkina Faso took note of and reacted to certain findings and analysis of the mission. He also reaffirmed his commitment to transforming the APRM into an instrument of good governance in his country and for himself, so that he might thereby play a major role in the promotion of the APRM in the subregion. He stressed that the people of Burkina Faso undertook to develop a dynamic programme of action in order to implement the recommendations deriving from the APRM assessment.
46. The report prepared at the end of the mission is organised in the following way. The present introductory chapter is followed by Chapter Two in which some historical landmarks are indicated. In Chapters Three to Six of the report, the findings of the CRM in the four APRM focus areas (democracy and political governance, economic governance and management, corporate governance, and socioeconomic development) are set out. Each of the four thematic chapters is introduced by indicating the challenges faced by the country and what is at stake. This is followed by the current situation with regard to the signing and ratification of standards and codes retained in APRM

methodology. Thereafter, each goal is analysed, beginning with a brief summary of the CSAR regarding such goal. This is then followed by the findings of the CRM – findings that stem from the CRM’s meetings with stakeholders at both national and regional levels. The consideration of each goal ends with the recommendations of the APR Panel relating to certain governance issues that seem important in order to complement the actions taken by, or planned to be taken by, the authorities as a follow-up to their self-assessment. Given that one of the objectives of the APRM is the dissemination of good practices on the continent, the good practices of Burkina Faso are also cited, and boxes highlight aspects of governance specific to Burkina Faso and meriting emphasis.

47. Chapter Seven contains an analysis of crosscutting issues to be found in two or more themes and which require comprehensive analysis, and Chapter Eight, or the general conclusion, is devoted to constraints and perspectives.

## **1.5 Commitment of the head of state to the APRM process**

48. One of the prerequisites for a successful APRM exercise in any given country is a high degree of cooperation between national authorities and the CRM. In this regard, therefore, the personal commitment of the head of state in the present instance is a strong indication that the government – and thus the country as a whole – is a stakeholder in the exercise. In the case of Burkina Faso, the APRM mission particularly welcomes the very high level of commitment shown by the highest authorities of Burkina Faso. Indeed, the mission constantly benefited from the personal support of His Excellency Mr Blaise Compaoré, president of Burkina Faso, and from the country’s entire government. In all, the head of state granted five audiences to the mission, including a working lunch and a restitution session that lasted for a total of 12 hours. This exceptional involvement at such a high level gave the Burkina Faso review process a positive impetus. It should therefore be commended and highlighted as a good practice. He received the review mission on four occasions – including a working lunch and a debriefing session – for a total of over eight hours of interviews and exchanges.
49. This commitment by the highest authorities of the country motivated and encouraged the highly active participation of the different Burkinabe stakeholders, which is an expression of their faith and hope in the APRM exercise as bringing about positive changes and a better future in the system of governance of their country. Moreover, the prime minister helped to facilitate meetings with all members of government, and ensured that all official documents were provided to members of the mission.

After meeting with all ministries, the mission met the prime minister and the entire government in a working session that lasted for more than six hours.

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## CHAPTER TWO

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### 2. HISTORICAL BACKGROUND AND CURRENT CHALLENGES

#### 2.1 Historical background

##### *Assumptions regarding population settlement*

50. Prehistoric remains discovered on the RIM site in 1973 by A. Bassey confirm the presence of hunter-gatherer populations in the northwest of Burkina Faso some 12,000 to 5,000 years ago, before the Christian era. These populations settled in the area from 3,600 to 2,600 BC, a period that saw the beginnings of agricultural and metallurgical activities.
51. Testimony relating to religious matters (such as artefacts made of polished stone associated with burial remains) dates back to 1,000 years BP and to the beginnings of the spiritual revolution among Burkina Faso's ancestors. There are many traces of human cultures on Sindou sites located in the southwest and in Oursi Pond in the north.
52. The transition to historical times began in the first millennium after the death of Christ, when the settlement of those people who are today part of Burkina Faso started. An in-depth review of oral traditions can distinguish the peoples who settled before the 12<sup>th</sup> Century AD. These were sedentary people and shepherds organised in autonomous social systems:
  - In the west there were the *Bwaba*, *Senoufo* and *Bobo*, who probably came in successive waves from the Mali, Côte d'Ivoire and Guinea regions.
  - In the centre there were the *Ninisi* (who were related to the *San*).
  - In the centre-west there were the *Gourounsi* (*Lyèlà*, *Ko*, *Kassena*, *Nakana*, *Puguli*, *Kussace*, *Nuna* and *Sissala*), who maintained their organisational autonomy until the eve of colonisation.
  - In the centre-east there were the *Bissa* of *Mande* origin.
  - In the northwest were the *Dogon* and *Kurumba* populations that had settled there in very ancient times.
53. These groups did not live in isolation. Their lands were traversed by commercial routes that connected the groups with the external world.



***Emergence of kingdoms***

54. From the 12<sup>th</sup> to the 17<sup>th</sup> Century AD, we can see in some areas of Burkina Faso the emergence of state political systems from the social systems that prevailed. Arab sources (ta'rikh al-sûdan and ta'rikh al-fattash) reported the presence of a group of *Moose* conquerors during the 13<sup>th</sup> Century. However, a recent work traces the origins of the current *Moose* kingdoms to the 15<sup>th</sup> Century.
55. **Legend has it that Ouédraogo, the son of Princess Yenenga, who came from Ghana** and who was an ancestor of the *Moose*, was considered a symbol. He reigned over the Tenkodogo, the oldest kingdom established in Burkina Faso. One of his descendants, Wubri, founded the kingdom of Ouagadougou. The *Moose*, who possessed a sound hierarchical, social organisation, settled in the whole of the central part of the country by subduing and assimilating the indigenous peoples. Their progression continued to the north, where the Kingdom of Yatenga was formed.
56. In the east, the *Gulmanceba*, whose mythical ancestor was Jaba Lompo, founded the *Gulmanceba* kingdoms between the 15<sup>th</sup> and 16<sup>th</sup> Century AD.
57. At the same time, groups of state builders and merchants settled down. Among them were the *Fulsé*, the *Marka* or *Dafing*, the *Yarsés*, the *Bobo* and the *Dyula*.
58. This was also the time when the *fulbé* principalities appeared in the north and the *Sonrhai* and *Maranse* settled among the *Moaga*. Between the 18<sup>th</sup> and 19<sup>th</sup> Century AD, the last waves of pre-colonial migrations brought the *Lobi-Dagara*, *Gouin* and *Turka* groups, who came from present-day Ghana, to the southwest area. In the west, Kong Wattara created the Kingdom of Gwiriko, followed by that of KénéDougou in the early 19<sup>th</sup> Century. These states existed only for a short while owing to the hostility of the population towards institutions and the centralisation of power.
59. Diversity in the origins and languages of the peoples who established themselves in the area until the end of the 19<sup>th</sup> Century made Burkina Faso a land of openness, dialogue, integration and cultural innovation. Moreover, lineage mutations, the trans-Saharan trade of cola nuts to the north and of salt to the south, exchanges among the cultures and the forest civilisations in the south and those in the Sahel and the desert in north, as well as exchanges between animist religious groups in the south and Muslim religious groups in the north, resulted in a new sociological and socio-cultural, but also state, product that shaped the historical origins of Burkina Faso.

***From colonial conquest to independence***

60. The colonial history of Upper Volta cannot be separated from that of the countries that have suffered from European domination. However, some specific facets of its history make it somehow peculiar: it was created,

suppressed and reconstituted, which delayed the establishment of its territorial framework. After the Berlin Conference, explorers such as Krauss in 1866, Binger in 1888, Crozat in 1890, Monteil in 1891 and Fergusson in 1894 visited the area of present-day Burkina Faso. In 1895, the French signed a treaty with the Yatenga and, in Ouagadougou, the *Moog Naaba Wobgo* opposed resistance to colonial penetration. Officers Voulet and Chanoine took over the capital of *Moogo* in the Central Kingdom after a fierce and bloody battle in 1896.

61. The area of Bobo-Dioulasso was conquered in 1898. The Treaty of Paris signed in the same year established the border between Ghana and present-day Upper Volta and put an end to Franco-British rivalry with regard to this area. From 1904, the countries of Upper Volta were integrated in Upper Senegal-Niger, a huge Sudano Sahelian area encompassing French Sudan (now Mali) and Upper Volta (now Burkina Faso). French settlement continued despite numerous acts of insubordination and sporadic revolts, the most important of which took place in 1908, 1915 and 1916.
62. On 1 March 1919, the colony of Upper Volta was created, with Ouagadougou as an administrative centre. This regrouped the areas of Bobo-Dioulasso, Gaoua, Dédougou, Fada N’Gourma, Say (annexed to Niger in 1927) and Ouagadougou. The French policy of consolidating the administrative backbone, and especially colonial development, had serious consequences for the population. It led to an intensive migration to the Gold Coast (now Ghana) and to the impoverishment of the people. On 5 September 1932, a decree abolished the colony of Upper Volta and split it into Côte d’Ivoire, French Sudan and Niger.
63. The period from 1932 to 1947 was characterised by the dismantling of social and administrative structures and by the continuation and reinforcement of a system of forced labour. The colonial system thus transformed the Voltaic population into ‘second-class’ subjects, the specific aim being to provide abundant labour for major work sites. The dismantling of Upper Volta into three tracts of land annexed to neighbouring settlements conformed to the logic of French colonial development in the region. The exploitation of forests in southern Côte d’Ivoire required an abundant supply of labour, particularly in respect of tropical crops destined for export. The southern part of Upper Volta was thus annexed to Côte d’Ivoire. The northeast part, in turn, was annexed to Mali in order to meet labour needs with regard to the development of export and industrial crops. Meanwhile, the eastern part of the country was annexed to Niger, which also needed labour for working groundnut farms in particular.
64. **The sense of enslavement created a spirit of solidarity among the torn and homeless Voltaic population.** The willingness of traditional leaders and of the elite to struggle for the constitution of Upper Volta led to the formation of the Union for the Defence of the Interests of Upper Volta. Finally, in 1947, they succeeded when a law was enacted reinstating the borders of Upper Volta.

65. Like most of the other settlements, Upper Volta evolved in 1948 as part of the French Union. The framework law passed on 23 June 1956 conferred territorial management on government councils, the first of which was formed by Ouezzin Coulibaly on 17 May 1957.
66. On 11 December 1958, Upper Volta was granted the status of an autonomous republic member. After joining the Federation of Mali on 28 January 1959, Upper Volta withdrew to form – together with Côte d'Ivoire, Niger and Dahomey – the Council of Understanding and was granted international sovereignty on 5 August 1960.

*The triumph of the rule of law*

67. From 1960, when it gained independence, to 1991 (when the constitution of the Fourth Republic was adopted), Burkina Faso experienced a particularly turbulent political life that was marked by alternating constitutional and emergency regimes.
68. The 1960 constitution, which established the First Republic, was de facto abolished on 3 January 1966 following a popular movement that led to the overthrow of the regime of President Maurice Yaméogo – who had been faced with the thorny issue of modern state affirmation as opposed to the authority of traditional leaders, and with economic crises. The context was marked in particular by the de facto introduction of a single-party system comprising the Voltaic Democratic Union and the local section of the African Democratic Gathering (UDV-RDA), and by the act of 24 April 1965 restricting trade union freedoms and the right to strike. These events aggravated the discontent of the population.
69. On the financial front, poor management of public finances led to the decision to reduce the payroll by 20%. As a result, trade unions began a strike that led to the fall of President Yaméogo. Subsequently, the oldest military officer of highest rank was elevated to the position of head of the state. The takeover of power by Lieutenant Colonel Sangoulé Lamizana led to the formation of a provisional military government made up of members of the Higher Council of the Armed Forces. The constitution was suspended, the National Assembly and local councils were dissolved, and political parties were banned.
70. The first tasks facing the new government were to stabilise public finances and bring about economic recovery. The austerity measures introduced as a result were accepted by civil servants. In 1969, the budget deficit was eliminated and the concept of a welfare state was strengthened by participation in several economic, cultural and social sectors – such as electricity, water, cinemas, banks and insurance. Furthermore, the country adopted a new constitution. Thus was born the Second Republic.
71. During the Second Republic (1971-1974), three political parties dominated the then Voltaic political landscape, namely the African Democratic Gathering (RDA), the African Coalition Party (PRA) and the National Liberation

Movement (MLN). The elections of December 1970 were won by the RDA. Its president, Mr Gérard Kango Ouedraogo, was called upon to form a government, while the secretary-general, Joseph Ouedraogo, was appointed speaker of the National Assembly. The PRA joined the government team.

72. The race for the highest office in the country, which was scheduled to be decided in 1975, saw the two leaders being unable to agree with one another. A crisis ensued, which the army put an end to by assuming power on 8 February 1974. From the time of its establishment, the Government of National Renewal (1974-1976) faced many difficulties, such as drought, the effects of the first oil crisis and border conflict with Mali. On the political front, the government created a National Advisory Board for Renewal (CCNR) and established the National Movement for Renewal (MNR). Trade unions and politicians were opposed to these moves and demanded a return to normal constitutional life. In the face of such opposition, President Lamizana formed a new team.
73. This 'transitional' and 'national unity' government (1976-1978) – although composed of the representatives of various political and social trends, including the representatives of traditional chiefs – endured for only a short time. This government did take the positive step of setting up a special commission which it entrusted with the preparation of a preliminary, draft constitution. In essence, the text – approved by referendum held in 1977 – set the number of political parties at three. However, the Third Republic lasted only two years. Following the parliamentary elections of April 1978, the first three parties were the UDV-RDA, the *Union Nationale pour la Démocratie et le Développement* (UNDD) and the *Union Progressiste Voltaïque* (UPV).
74. After the presidential elections held in May of that same year, President Lamizana was elected after facing a runoff. With a narrow majority, Gérard Kango Ouedraogo became head of the National Assembly, and Joseph Conombo was appointed prime minister. Owing to a disputed majority, the regime soon faced various difficulties, the most important of which were trade union struggles. A new coup led by Colonel Saye Zerbo elevated the Recovery Military Committee for National Progress (CMRPN) to power on 25 November 1980.
75. However, the CMRPN rapidly became unpopular because of the restrictions placed on freedom, because of the suppression of the right to strike, and because of measures imposed in order to restrict emigration. Within the army, latent conflict between colonels and captains erupted into open conflict. Soon, some of these military officers appeared on the political scene for the first time. Captain Thomas Sankara's appointment as secretary of state for information was followed by his stunning resignation five months later. The crisis culminated in a coup on 7 November 1982 and in the establishment of the CSP (1982-1983).
76. Burkina Faso then entered one of the most tumultuous periods in its political history. The young officers were divided into two camps. One of these camps

was represented by the medical Major Jean-Baptiste Ouédraogo, who was head of state and who was supported by a significant section of the highest military echelons of the military hierarchy. The other, represented by Captain Thomas Sankara as prime minister, had the support of young officers and of Marxist civil organisations.

77. The crisis grew with the arrest of Thomas Sankara and some of his colleagues on 17 May 1983. Captain Blaise Compaoré, who escaped arrest, withdrew to the garrison of the Commando Training National Centre (CNEC) at Pô and – on 4 August 1983, as the head of his elite troops – took control of the capital city of Ouagadougou, installing as the head of state Captain Thomas Sankara as president of the CNR (1983-1987). Several youth associations and communist parties supported the regime, with Committees for the Defence of Revolution (CDR) providing the organisational base at all levels.
78. Significant changes were made: administrative and territorial organisation changed as a result of the division of the country into 30 provinces, urban areas were created, the customary chiefdoms were suppressed, the soil and subsoil were nationalised, people were divided into social classes, etc. Moreover, on 4 August 1984, the country changed its name to Burkina Faso, which, translated, means ‘the homeland of honest men’.
79. The people of Burkina Faso, who had experienced many years of freedom, quickly became frustrated by a number of the CNR’s actions. Executions, the ousting of civil servants, dismissal for differences of opinion, imprisonment, wage cuts, a lack of freedoms and various abuses of the CDR all contributed to this frustration. Marxist organisations that supported the regime were characterised by infighting. Soon, the disputes reached the army. The outcome of all of this was tragic: the assassination, in a shootout, of the chairperson of the CNR on October 1987.
80. *After three decades of independence, Burkina Faso had experienced three republics and six emergency regimes.*
81. This ongoing political instability and the legitimisation of violence in some quarters eventually created a culture of violence that permeated political practices and customs. With the establishment of the Popular Front on 15 October 1987, Captain Blaise Compaoré assumed power and proclaimed measures to ease tensions and lessen social pressures. Such measures included the return of dismissed or released civil servants, the reviewing of the trials of the Revolution Popular Tribunals, the granting of various forms of compensation, and so on.
82. He progressively led the country along a path of establishing a constitutional rule of law, of building a pluralistic democracy, of establishing republican institutions and of creating participatory political governance. The Constitutional Commission was set up, and the preliminary draft developed by it was submitted for consideration by the National Forum convened for that purpose in December 1990.

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83. The year 1991 marked a critical step along the path towards the renaissance of the rule of law. In January of that year, the president of Burkina Faso permitted the establishment of political parties. On 2 June 1991, a referendum approved the adoption of the new constitution, which was promulgated on 11 June 1991. The Fourth Republic was thereupon born. This ushered in the longest period of political stability in Burkina Faso since its independence.
84. Overall, the analysis of recent political developments in Burkina Faso since independence reveals four phases or periods.
85. ***The first phase from 1960 to 1966 saw the establishment of structures and instruments of sovereignty.*** This was also the period of recognition of Upper Volta by international organisations and institutions, and of the emergence of a defining relationship with the former colonial power. It was a phase during which balance on the diplomatic, economic and political levels was sought. After signing cooperation agreements with France in April 1961, Upper Volta joined the Group of Monrovia in January 1962. It took part in the establishment of the West African Monetary Union (WAMU), and participated on 26 May 1963 in Addis Ababa in the establishment of the Organisation of African Unity (OAU), which is today the AU. On the domestic front, efforts were made to establish a smoothly working Voltaic public administration. However, the introduction of a single-party system thwarted the democratic process and curtailed various freedoms. In addition, limited financial resources, coupled with mismanagement, did not make for the creation of a solid base for national economic development, with the result that the traditional system of production persisted.
86. ***The second period (1966-1983) was characterised by a succession of two republics (1971-1974/1978-1980) and five emergency regimes,*** namely the provisional military government (1966-1970); the regime of national renewal (1974-1976); the 'transitional' and 'national unity' governments (1976-1978); the CMRPN (1980-1982); and the CSP (1982-1983). For almost two decades, and particularly from 1976 to 1980, leaders of the country endeavoured to improve the national economy through the rigorous application of budgetary austerity measures and by requiring increased accountability on the part of state civil servants. The transition to democracy, beginning in the 1970s, encouraged the formation of several political parties and revitalised associations and trade unions, whose struggles for a normal constitutional life remain memorable. Any questioning of these gains by government provoked uprisings by the people and tended to destabilise the state. This political instability offered no real framework for initiating the socioeconomic development awaited by the people. Moreover, very low levels of literacy and poor health coverage were an indication of failure.
87. ***The revolutionary period (1983-1987) marked the third stage of this evolution.*** Initiated by progressive young officers in August 1983, the revolution was enthusiastically welcomed by the people. However, the real merits of the revolution lie in the self-confidence it forged among Burkina Faso's people – a self-confidence that enabled them to create an image of the

country and its people that spoke of its 'brave and honest men' and to make some progress in social terms. These, then, became the achievements of the Burkina Faso people during this period. In addition, certain ideals were realised, such as breaking with the sort of 'republican chaos' that had prevailed, moving away from the image of a poor state, and ending the submissiveness that had hitherto characterised its relations with the former colonial power. All of this gave the people of Burkina Faso a sense of pride and excitement with regard to the momentum created by the revolutionary period. However, several shifts occurred, particularly as regards the matter of human rights – shifts that ended with the bloody events of 15 October 1987.

88. *The advent of the Popular Front in October 1987* ushered in the period of democratic renaissance, which was marked by the easing of social tension, by the return of individual liberties, by national reconciliation and by the awakening of democracy. Various measures (such as administrative rehabilitation, a review of the trials of popular courts during the revolution, compensation for the victims of wrongful dismissal and political violence, the reinstatement of dismissed workers, and the proclamation of a National Day of Forgiveness) were taken to right the wrongs perpetrated by all regimes that had come to power in Burkina Faso since 1960. The effective implementation of these measures contributed to the easing of political tension, to the improvement of the economic environment, and to the strengthening of social peace and national cohesion. To avoid instability fed by social crises, certain actions were initiated with a view to upgrading human capital (by promoting education, health and employment), broadening the opportunities for wealth creation, modernising the economic infrastructure and services, and promoting social justice.

## 2.2 The current momentum and its constraints

89. Burkina Faso is a Sahelian country located in the heart of West Africa, whose reconstituted existence dates back only 60 years. With a population of 13,730,000 inhabitants spread over an area of 274,122km<sup>2</sup>, Burkina Faso has a number of important characteristics that should be highlighted as factors that are likely to permanently influence the issue of developing an emerging Burkina Faso by the year 2025. Movement towards this horizon in the context of regional integration and the process of globalisation should take into account a number of multifaceted constraints consisting of stakes and challenges.
90. These constraints and stakes can be grouped into categories according to the thematic issues dealt with in the present report.

## 2.3 Political constraints and stakes

91. One of the major issues in this regard is the consolidation of democracy and the rule of law. Analyses by the CRM show that the efforts and progress made

in this respect are commendable. Consequently, the CRM welcomes these efforts by the authorities. Nevertheless, there is still some way to go in order to consolidate democracy and, in particular, to ensure fairness: (i) the complete separation and independence of constitutional powers as the major axis for consolidating democracy and political governance, and (ii) complete political pluralism by opening or even ‘unlocking’ the system of democracy and pluralism that is somehow being stifled by the omnipresent weight of the majority party which, although it indeed ensures the stability of institutions, digs a hole in which a social time bomb awaits detonation – something that is to be seen elsewhere on the continent. The revision of the legal and institutional framework (including the Charter of Political Parties and the electoral register), the issue of human rights, political transhumance at times (as mentioned above) and access to justice for the broad masses must be part of the effort to ensure that democracy and political governance become deeply rooted.

92. The second issue is the canker of corruption, a canker that serves to alienate the government and the governed, and causes divisions between the system of governance of the majority party and the people. If not bridged, this divide will continue to grow, which, in turn, could fuel destabilising frustration and discontent that can be easily exploited. Waging a frontal battle against this scourge that weighs on the system of political governance and at the same time corrupts has become a top priority for the political leaders of present-day Burkina Faso.
93. The third issue is to involve women and the youth in the development process as full-fledged partners and actors. Indeed, progress in this area has to date been somewhat timid and should therefore be encouraged, if not forced. The development of an emerging Burkina Faso by the year 2025 requires youths and, even more so, women (who constitute more than half the population of Burkina Faso) who are prepared for their responsibilities. The Burkina Faso of tomorrow cannot come about without the full participation of women. Progress in this area is, however, still slow and should be intensified.
94. Finally, another issue is the entrenchment of a political and democratic governance that gives to citizens the dividends of sustainable human development, thereby guaranteeing the five human securities with which the country is so familiar, namely political and physical safety, food security, economic security, social security and environmental security. These dividends are probably the principal criterion for ensuring the success of democracy and political governance.

## **2.4 Economic constraints and challenges**

95. From an economic point of view, the first set of issues is to build consensus regarding the vision articulated by the authorities for the development of an emerging economy by the year 2025. By achieving such consensus, the vision will be owned by the different components of society. In this context, the



vision must also be translated into coherent strategies and programmes which, among other things, define the institutions responsible for implementing such strategies and programmes in a coordinated manner.

96. Then, in realising the vision and strategy, it must be ensured that high and sustained economic growth results, but with equity as regards development at both a social and geographical, or regional, level. Persisting poverty and large inequalities in the distribution of national wealth will, however, lead to cumulative social and regional inequalities. Consequently, strategies for achieving equitable and promising growth for the Burkina Faso of tomorrow should pay attention to this phenomenon.
97. Thirdly, there is the issue of transforming the handicap of being landlocked into a development asset that will enhance the country's geographical centrality in West Africa. The strategies and economic policies devised should exploit both Burkina Faso's geographic position and its economic and social advantages so as to make this asset one of the bases for redefining the place of the emerging Burkina Faso in the process of integration into tomorrow's West Africa.
98. Fourthly, there is the challenge of mobilising human, material, natural and, especially, financial resources. Indeed, the country receives a great deal of foreign aid, so much so that one should speak of its dependence on external aid. The APD, for instance, helps fund more than half of Burkina Faso's imports as well as most of its public investment and budget deficit. Foreign investment is negligible, and about 80% of domestic public investment is dependent on the public development aid provided by countries in the Organisation for Economic Co-operation and Development (OECD) and multilateral agencies. At the same time, however, Burkina Faso should make a major effort to promote its autonomy in the course of developing the emerging country by the year 2025. For this purpose, it will be necessary to mobilise the above resources. Apart from mobilising such resources, it is equally important that they be managed with vigilance so as to ensure the absence of corruption in economic governance and to ensure the productivity and efficiency of public spending.

## **2.5 Constraints and stakes of corporate governance**

99. The development of an emerging economy by the year 2025 requires that companies in general, and private enterprises in particular, play their role fully as engines of growth. This should be an inclusive growth that distributes its fruits. In this respect, the country will have to face, and take up, a few major challenges that weigh on its efforts to achieve its vision.
100. In this regard, the first challenge of the Burkina Faso of today and tomorrow is to know how to transform the private sector into an engine of economic growth that distributes such growth both socially and regionally. What must be done, therefore, is to define – according to the prospects and stages of the

development of an emerging country – the promising partnerships that need to be built so that companies invest in markets that are promising both for themselves and for the Burkina Faso economy and society.

101. Secondly, it is also important that, as part of these partnerships, the state establish or promote a corporate governance that has sufficient incentives to attract more FDI, for, currently, FDI meets only 1% of the funding needs of the country. The competition for FDI in the subregion is widespread. Added to this is the fact that Burkina Faso does not enjoy the most attractive of factors when one considers its weakness as regards natural resources and its landlocked situation. However, in addition to its cheap labour, it enjoys political stability and a geographically central location, all of which are factors that can be highlighted. Nevertheless, a policy of attracting FDI should ensure that Burkina Faso does not depart from its course of autonomously developing an emerging country.
102. Thirdly, Burkinabe people living abroad constitute a major force in the transfer of money to the country. The authorities should pursue a special policy that makes such transfers from abroad a real lever for distributive economic growth. Furthermore, not only should Burkinabe people living abroad be encouraged to repatriate their money or income, but, more importantly, they should be encouraged to invest productively so as to participate in the development of an emerging country by the year 2025.
103. Fourthly, Burkina Faso companies have suffered from a number of weaknesses that have prevented them from being part of the efforts to achieve distributive growth and SHD. The challenge, therefore, lies in stimulating and supporting these companies so that they gain confidence, have adequate means for competing and are encouraged to invest in the country.
104. Finally, there is the challenge regarding the future of the informal sector in the Burkinabe economy and society. This sector is important in all respects and should become a partner in developing an economically emerging society. The role and place that the informal sector deserves should theoretically lead it to become the nursery for future SMEs in the country. Of course, this cannot be forced by means of 'formalisation' policies and measures or through untimely taxation measures. A policy of incentives and support for the informal sector must therefore be pursued with a view to ensuring that the sector fully plays its role as a partner in the development planned by the year 2025.

## **2.6 Development constraints and stakes**

105. The country has demonstrated its capacity to deal with one of the first issues and challenges in the field of socioeconomic development, that is, to develop confidence in its ability to build SHD with the necessary autonomy. However, such confidence should be translated into a reality that enables the whole of Burkinabe society to proceed towards the horizon of an emerging Burkina

Faso, with sacrifices required by all and not only by the lowest levels of society.

106. A second challenge relates to the country's ability to achieve a high growth rate that is, at the same time, sustainable, inclusive, participatory and distributive. A recent analysis of economic performance shows – and this is recognised by the authorities – that the high growth to date has failed to bridge the 'great social deficit', with the result that the high degree of poverty has persisted and social and geographic inequalities have continued.
107. The third challenge looming over SHD development and the course towards an emerging economy is control of 'Sahelian nature' by way of an appropriate environmental policy aimed at transforming Burkina Faso Sahel into fertile land that can be used for agriculture and for livestock breeding. Today, a policy relying on natural assets has few benefits, because real benefits are based on the knowledge and know-how of society. Burkina Faso should also face up to this challenge.
108. The fourth challenge is to transform and upgrade the SHD as an instrument of public management or public administration. The latter will be expected to emerge from its traditional role of state management – in which it acts as a political, economic or fiscal policeman or gendarme working against the people – and be transformed into an instrument of SHD public service that is at the service of the population.
109. Finally, there is also the matter of cultural constraints that may hinder or thwart SHD efforts and progress. These are reflected in the relationship between society and nature, in the relationship between men and women and in their sharing of tasks, in the relationship between youths and adults, etc. These kinds of constraints may complicate the changes that the authorities want to introduce in order to make strides towards developing an emerging country.

## **2.7 Historical and cultural constraints and stakes**

110. These kinds of challenges are bound to the people and civilisations that have comprised the society. First, there is the matter of mastering population diversity. The challenge internally is one that is linked to the very history of the colonised country. It is a challenge that requires a nation to be built from the multitude of nationalities gathered together by the former colonial administration in the same territorial entity, in a brutal way and on the basis of foreign societal values and projects. What is an important issue for Burkina Faso is to maintain and strengthen the harmony of its diverse population groups and traditions, thereby producing an example of promising synthesis that is driven by Burkina Faso's strong tradition of integration and cultural innovation, and to forge a nation.

111. Then there is the issue of spatial distribution of the population, a spatial distribution that makes Burkina Faso a country with a predominantly rural population. According to the results of the general population census as of December 2006, the country's population grew from 10,312,600 inhabitants in 1996 to 13,730,200 inhabitants in 2006, which represents an average increase of 350,000 inhabitants per year. Women make up 51.7% of the population and men 48.3%. As stated, the population is predominantly rural (79.7% of the people live in the countryside). This constitutes a burden on the course towards the structural transformation necessary to develop Burkina by the 2025 time period.
112. Thirdly, the structure of the population pyramid is characterised by a youthful population. The large majority of Burkina Faso's population comprises the young. We know that the population has grown at a rate of 2.9% and that the size of the population will double in 25 years. It is estimated that, at present, about 48% of the population is below the age of 15 and that 67% of the population falls between the ages of 0 and 35. Tensions in the labour market cause young people to remain in the process of looking for a job for, on average, four years. In the two main cities, Ouagadougou and Bobo-Dioulasso, the unemployment rate reaches 18%. There is also a decline in social welfare, there is job insecurity and there is a trend towards increasing computerisation of the economy. The youth component of the population is a force of hope for the future of the nation and for the transformation of existing structures. However, such force and transformation will materialise only if the young identify themselves with the objectives of the society in place. If, on the other hand, they do not identify with the objectives, or see no prospects in social projects, they will become a destructive force at the first sign of discontent.

## **2.8 Although faced with these challenges, Burkina Faso undeniably has a number of assets**

113. At the diplomatic level, Burkina Faso has become a hub when it comes to dealing with subregional crises. This is due to the respectability of its leaders and to the symbolic nature and political stability of the country, a situation reinforced by its progress on the democratic front.
114. It clearly has a cultural dimension. At the cultural level, Burkina Faso exports its own cultural products and hosts regional and international cultural events in its territory. In addition, sports events radiate from such cultural events. The country is known for, among other things, cultural events that are not only African in nature but also attract interest worldwide. Such cultural assets include: (i) FESPACO, which has turned the country into the world capital of African cinema; (ii) the SIAO, which has increasingly become the global exhibition of African, and not just Burkinabe, invention; (iii) the National Cultural Week, which has become an Africa-wide cultural event; and (iv) the Laongo stone-carving site, which has also become a site attracting worldwide interest.

**Box no. 2.1: Burkina Faso, the cultural centre of Africa**

Burkina Faso is a cultural heart of Africa and hosts major Pan-African events, including FESPACO, the SIAO and the National Cultural Week.

FESPACO is the Pan-African festival of cinema and television of Ouagadougou. Created in 1969, it has become one of the greatest cultural events of the continent. The objective of FESPACO is to contribute to the promotion and development of African cinema as a means of expression, culture and awareness.

FESPACO is held every two years in Ouagadougou for a period of one week, during which new films from the whole of Africa are projected for the purpose of winning prizes. Since its inception, prizes for best films have been awarded to many producers, notably from Niger, Côte d'Ivoire, Algeria, Mauritania, Burkina Faso, Ghana, the DRC, South Africa and Nigeria. Actors of the film industry on the African continent use this event to exchange ideas and establish new contacts, thus contributing to making FESPACO an excellent means of promoting Pan-Africanism.

The SIAO is one of the main fairs for the promotion of the African craft industry. Created in 1989, SIAO is held every two years, for one year, during the year in which FESPACO is not organised. SIAO brings together the general public, as well as traditional and professional artisans. In 2006, the theme of SIAO, 'African craft industry and equitable trade', attracted participants from 29 countries and included 225 professionals, 582 journalists and 2,080 artisans.

The National Cultural Week is organised every two years by the Ministry of Culture, Arts and Tourism. It is held at the same time as SIAO and the venue is Bobo-Dioulasso, the second major town of Burkina Faso. This festival celebrates all the arts and promotes debates, symposia, projection of films and exhibitions.

Source: <http://www.bbc.co.uk>; <http://www.culture.gov.bf>; <http://en.wikipedia.org/>.

115. In this context, it is useful to mention one of the eminent intellectual products of Burkina, notably in the area of universal and African history, namely Professor Joseph Ki-Zerbo.

**Box no. 2.2: Joseph Ki-Zerbo: an emblematic figure in the struggle for independence, dignity and development in Africa**

**Joseph Ki-Zerbo** was a Burkinabe historian and politician who was born on 21 June 1922 in Toma, Upper Volta (now Burkina Faso), and who died on 4 December 2006 in Ouagadougou. After obtaining his bachelor's degree in Bamako, he studied history in Paris. He defended his doctoral thesis at the University of Paris's Institut d'Etudes Politiques and thereafter became Professor of Universities. He was one of the greatest thinkers of contemporary Africa. He taught in Orléans and Paris and, in 1957, in Dakar.

Together with the Senegalese Cheikh Anta Diop, Joseph Ki-Zerbo renewed the studies on the history of Africa, thereby aiming at giving Africans some control over the definition of their past. From 1975 to 1995, Joseph Ki-Zerbo chaired the Association of African Historians. In 1957, during his settlement in Dakar, he started his political activities by forming the MLN. Sentenced by a revolutionary people's court, he was forced into exile. He returned to Burkina Faso in 1992. Joseph Ki-Zerbo founded, in 1993, the Party for Democracy and Progress (PDP) – which is a member of Internationale Socialiste. The PDP was an opposition party to

the Congress for Democracy and Progress (CDP) of President Blaise Compaoré. The constitutive congress of the PDP took place in April 1994 and Joseph Ki-Zerbo was elected as its president.

Another emblematic intellectual in the struggle for independence, and recipient of a Nobel Prize for his research into original models of development, is René Holenstein. René Holenstein is a renowned expert on African realities and has been the director of the Swiss Cooperation Office in Burkina Faso for several years. He currently chairs the DDC governance section.

The title of the book *A quand l'Afrique? (Still waiting for Africa)* is a challenging question. Denying the tragic fatality into which Africa is so often locked, the book places the history of the African continent between a glorious past that hosted the first human civilisation – the Egyptian civilisation – and a self-confident future where hope is no longer an empty word but a real opportunity to develop today. With his brief, but precise, questions directed at Joseph Ki-Zerbo, René Holenstein reveals the audacity of a fruitful and imaginative thinking nourished by a knowledge we seldom find in the West.

Joseph Ki-Zerbo was the first African to graduate from the Sorbonne and is the author of *The history of black Africa*. He broke the yoke of a story that had been confiscated for a long time and which had been rewritten by the colonisers. He reminds us that the strength of Africa is still based on solid, pre-colonial foundations: power sharing, various belongings, informal links of solidarity – that is, on so many features pleading for a new federalism. When René Holenstein asked him if Africa can emerge from its marginalisation, Ki-Zerbo responded:

“We can intellectually build a new Africa. We have niches, particularly in terms of cultural industries. We have researchers, inventors, producers and creators in the field of music, dance, visual arts, theatre, community life and friendliness, care of the weakest, original management of the environment, relation toward health and death, ancestors, love, conflict management... My impression is that Europe cannot understand that Africa can play a beneficial role for humanity. It limits the route of Africa to past decades when Africa was colonized and poorly decolonized... This is why we must begin with history and end with history. Apart from this heart-rending review of history, there won't be a new world vision, a new cosmogony that will bring goods, services and values.”

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116. Confident in the capacity of its people, Burkina Faso has developed faith in its own ability and in the commitment of its people to the country, including its citizens living outside the country. This constitutes an important force in building tomorrow's emerging country, but the country should know how to mobilise this force. In this context, the dynamism and work capacity of Burkina Faso are real assets that can be used in the development of the country of tomorrow.

117. The geographic centrality of Burkina Faso in West Africa, coupled with Burkina Faso's legacy of bringing commerce, culture and civilisation to the north, south, east and west of the subregion, are further assets.
118. Although scarce, natural soil and subsoil wealth nevertheless constitutes an economic asset which, with the appropriate know-how, can be developed in order to construct an emerging economy by 2025. In this context, the water-control capacity that has been developed by the country over the years is to be welcomed.
119. Finally, there is the visionary sense of Burkina Faso's leadership. This must be developed and strengthened in order to spearhead the transformations required for the development of the Burkina Faso of tomorrow.

**Table no. 2.1: Chronology of political events from 1958 to 2008**

Heads of state	Dates	Events
<b>Mr Maurice Yaméogo</b> <b>(7 September 1958 – 3 January 1966)</b>	28 September 1958	Referendum on the independence of Burkina Faso
	11 December 1958	Proclamation of the republic
	11 December 1959	The president of the Council of Ministers becomes the head of state, with the title of President of Upper Volta
	5 August 1960	Proclamation of independence
	20 September 1960	Admission of Upper Volta to the UN
	3 October 1965	Re-election of Maurice Yaméogo
	3 January 1966	Popular revolt – President Maurice Yaméogo is overthrown and the army, led by Lieutenant Colonel Sangoulé Lamizana, takes over power
<b>General Sangoulé Lamizana</b> <b>(3 January 1966 – 25 November 1980)</b>	5 January 1966	Suspension of the first constitution and dissolution of the National Assembly
	15 June 1970	Approval of the second constitution and birth of the Second Republic
	20 December 1970	Legislative elections

Heads of state	Dates	Events
	13 February 1971	Appointment of Gérard Kango Ouedraogo as prime minister Second Republic last from February 1971 to February 1974
	8 February 1974	Military coup d'état Government of National Renewal lasts from 8 February 1974 to 9 February 1976
	9 February 1976	Composition of the 'transitional' and 'national unity' government Lasts from February 1976 to 1978
	30 November 1977	Adoption of the third constitution by referendum and birth of the Third Republic
	30 April 1978	Legislative elections Third Republic lasts from June 1978 to 25 November 1980
	14 and 28 May 1978	Presidential election and victory of General Lamizana
	16 July 1978	Formation of a new government led by Prime Minister Dr Joseph Conombo
	25 November 1980	Military coup d'état led by Colonel Saye Zerbo
<b>Colonel Saye Zerbo</b>  <b>(25 November 1980 – 7 November 1982)</b>	25 December 1980	Suspension of the third constitution
	1 November 1981	A presidential order abolished the right to strike
	24 December 1981	Dissolution of the <i>Confédération syndicale voltaïque</i> (CSV)
	7 November 1982	Colonel Saye Zerbo is overthrown by Doctor-Commander Jean-Baptiste Ouédraogo



Heads of state	Dates	Events
<b>Doctor-Commander Jean-Baptiste Ouédraogo</b> (7 November 1982 – 4 August 1983)	8 November 1982	Creation of the <i>Conseil provisoire du salut du peuple</i> , which later became the CSP
	10 January 1983	Appointment of Captain Thomas Sankara as prime minister
	16 and 17 May 1983	Arrest and deportation to Dori of Thomas Sankara and Jean-Baptiste Lingani; Captain Blaise Compaoré escapes to Pô
	23 May 1983	Renewal of the mandate of President Jean-Baptiste Ouédraogo by the CSP
	30 May 1983	Release of Thomas Sankara and Jean-Baptiste Lingani, following popular demonstrations
	4 August 1983	Entry of Captain Blaise Compaoré and his elite troop to Ouagadougou; President Jean-Baptiste Ouédraogo is overthrown in a military coup
<b>Captain Thomas Sankara</b> (4 August 1983 – 15 October 1987)	4 August 1983	Captain Thomas Sankara is proclaimed head of state and president of the CNR
	19 October 1983	Institution of two People's Revolutionary Tribunals (TPRs) in Ouagadougou and Bobo-Dioulasso
	30 December 1983	Abolition of traditional chieftaincy
	3 and 6 January 1984	General Sangoulé Lamizana is declared innocent by a popular tribunal
	25 and 30 December 1985	Border dispute with Mali
	15 October 1987	President Thomas Sankara is assassinated in a military coup led by Captain Blaise Compaoré

Heads of state	Dates	Events
<b>Mr Blaise Compaoré</b> <b>(15 October 1987 – present)</b>	19 September 1989	Following a military trial, Commander Jean-Baptiste Lingani and Captain Henri Zongo are sentenced to death
	January 1991	Official institution of multiparty politics
	10 March 1991	The ODP/MT, the president's party, abandons Marxism-Leninism
	2 June 1991	Adoption of the constitution by referendum and birth of the Fourth Republic
	1 December 1991	First presidential election: Blaise Compaoré is elected as president of Faso
	24 May 1992	First legislative elections under the Fourth Republic
	13 May 1993	Creation of the ESC
	June 1992	Formation of a government headed by Prime Minister Yousouf Ouédraogo
	March 1994	Roch Marc Christian Kaboré replaces Yousouf Ouédraogo as the head of the government
	17 May 1994	Institution of the Mediator of Faso
	1 August 1995	Creation of the Supreme Information Council (CSI)
	February 1996	Kadré Désiré Ouédraogo is appointed as prime minister
	22 January 1997	Revision of the constitution: maintenance of the seven-year presidency and limitation of the presidential mandate
May 1997	Second legislative elections under the Fourth Republic	

Heads of state	Dates	Events
	November 1998	Second presidential election under the Fourth Republic: re-election of President Blaise Compaoré
	13 December 1998	Sapouy disaster: assassination of the journalist Norbert Zongo
	April 1999	Creation of the Council of Wisemen
	November 2000	Ernest Paramanga Yonli is appointed as prime minister
	2001	Creation of the National Human Rights Commission (CNDH)
	30 March 2001	Organisation of the National Day of Forgiveness
	3 July 2001	Creation of CENI
	22 January 2002	Revision of the constitution: introduction of the five-year presidency, limitation of the number of presidential mandates and abolition of the Chamber of Representatives
	6 May 2002	Third legislative elections under the Fourth Republic
	13 November 2005	Third presidential election and re-election of President Blaise Compaoré
	6 May 2007	Fourth legislative elections under the Fourth Republic
	4 June 2007	Appointment of Tertius Zongo to the post of prime minister

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## CHAPTER THREE

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### 3. DEMOCRACY AND POLITICAL GOVERNANCE

#### 3.1 Introduction

120. The CRM was carried out in the wake of the celebrations marking the 20<sup>th</sup> anniversary of democratic renaissance in Burkina Faso. This event in itself was a milestone in the post-independence course of a country that has a highly tormented political history. Indeed, after a constitutional cycle marked by coups, emergency regimes and experimentation with the most original forms of government, the country has, for the first time since its independence, experienced political and institutional stability over a period of two decades, under the seal of constitutional, pluralistic and liberal democracy.
121. In other words, Burkina Faso is at a particular moment in its history and it is important, therefore, to define the stakes and challenges facing the country from the viewpoint of political governance and democracy. To this end, the mission noted the **significant progress made** since the return to a constitutional regime as a result of the adoption of the constitution on 2 June 1991.
122. Among the first achievements that can be noted is the climate of peace and of political and institutional stability that characterise Burkina Faso. This stability has helped to ensure the achievement of real progress in the economic and social spheres. The climate of peace, in turn, makes Burkina Faso one of the few countries in the subregion of West Africa that has not experienced a situation of civil war or armed rebellion. In addition, the mission wishes to highlight, in particular, the much appreciated role of facilitator and peace actor played by the president of Burkina Faso in many African conflicts.
123. The mission also notes the constant emphasis on dialogue that characterises political and social governance, an emphasis that is reflected at the very highest level by the many forums held annually by the head of state with the youth and representatives of the rural areas. To this should be added the annual forums of the National Assembly with local representatives and the formal frameworks that exist to ensure dialogue between the government and the private sector, between the government and labour organisations, and between the government and TFPs. These institutionalised spaces for dialogue demonstrate the willingness to involve all social layers and make them contribute to nation building.
124. Freedom of the press and freedom of opinion in Burkina Faso are also gains that will be difficult to reverse. Such freedoms are reflected in the existence of print and audiovisual media that are among the most diversified and most vibrant in the subregion. The effectiveness of political pluralism and of

freedom of association (there are 140 listed political parties governed by a charter and more than 100,000 associations) has generated a particularly dense network of associations, which is testimony to the vitality of democratic expression in terms of civil and political rights and liberties.

125. The existence of the CENI, the institution of a single ballot and the organisation of free and fair elections in compliance with the electoral calendar represent other positive factors contributing to the strengthening of democracy, peace and stability.
126. In addition, the introduction of an ambitious programme of modernisation of the civil service focusing on the search for efficiency and on the promotion of merit; the creation of the ASCE, aiming at taking charge of the effective suppression of corruption; the ongoing reform of the judiciary; and the ratification of conventions ensuring the promotion and protection of the rights of women, children and vulnerable people are good omens that indicate that there are promising prospects as regards initiatives to strengthen political governance and democracy.
127. However, many initiatives are still needed in order to enhance these gains. The country therefore needs to make a real and serious effort to achieve a consolidated democracy that is capable of bringing about real, sustainable development. It should be noted in this regard that the risks and threats to the system of governance are twofold:
- **On the political front, the existence of an omnipresent and omnipotent majority** leaves little room for an opposition reduced to its simplest form. This situation reinforces and also perpetuates all kinds of malfunctions. The risk of drifting towards the reconstruction of a de facto ‘one-party’ state threatens democratic construction and political stability – an opposition with a significantly reduced political space can pinpoint and feed on the smallest amount of discontent, spread it in the streets and contribute to instability.
  - **In terms of the effectiveness of social and economic rights**, there is a clear gap between the relatively well-off political and administrative class on the one hand, and the poor who constitute the majority of the population [which majority consists for the most part of the **youth (over 60% of the total population) who claim to have little real prospects**] on the other. This clearly apparent gap is a second source of threats.
128. Burkina Faso must therefore **face a number of challenges** in establishing and consolidating political and democratic governance, in particular:
- **Consolidation of constitutional democracy and the rule of law:** the democratic process still has many weaknesses and is faced with many constraints from both an institutional point of view (e.g. the high number and inefficiency of parties, the weak institutional capacity of CENI, the low level of involvement of women and of the youth in the development

and implementation of public policies) and a functional point of view (e.g. inequity in the financing of electoral campaigns, the extremely prominent role played by the president's party, partiality on the part of public administrations, the ambiguous role of traditional and religious authorities, the prevalence of socio-cultural constraints, etc.). Consequently, there is a need for the expansion of public space and political dialogue.

- **Implementation of effective and efficient decentralisation** that is capable of serving as a relay for, and leveraging, economic and social development policies at grass-roots level. If the transition to the complete communalisation and regionalisation of Burkina Faso is to be rightly hailed, the implementation of this process will have to overcome the many constraints with which the country is faced (lack of expertise and resources, illiteracy – which is a source of great concern to the people and many local representatives – corruption and political nomadism) and which undermine effectiveness.
- **Effective separation and balance of powers:** if this principle is not clearly stated in the fundamental law, the prepotency of presidential power leads to the subordination of the legislative and judicial branches and, consequently, to the inefficiency of checks and balances that are necessary for any moderate government. **The weakness of justice** in particular remains a real source of concern, especially in view of the need for both citizens and investors to enjoy legal security.
- **Building a neutral, efficient and service-minded administration:** this, among other measures, necessarily requires the effective depoliticisation of the administration, including the dismantling of political cells operating within administrative services and the cessation of 'politically specified appointments'.
- **Involvement of the women and the youth of Burkina Faso in the development, implementation and execution of development policies affecting them remains a real source of concern.** Indeed, while significant efforts have been made to establish various funds aimed at women and the youth, there have been real difficulties in accessing these funds. Moreover, the absence of a legislative framework that ensures wider participation by, and greater representation of, women in and on executive and deliberative bodies, as well as the persistence of **socio-cultural constraints blocking** women's access to resources and land, constitute a challenge to the achievements and the emancipation of women in Burkina Faso.
- **Implementation of an effective strategy to combat corruption and impunity:** the point is to move from the stage of raising awareness and of sensitisation to efficient and effective combating, notably through the systematisation of judicial sanctions (zero tolerance), for it is clear to everyone that corruption has become a major scourge that destroys efforts in the area of economic and social development and undermines the

foundations of democracy and the rule of law in Burkina Faso. The CNE rightly notes in its last report (2007) that impunity, politicisation and corruption are important trends in the governance system in Burkina Faso. This means that today, more than ever, the **major challenge** facing the system of governance and democratic construction in Burkina Faso certainly lies in **the ability of stakeholders to ensure a strengthened and credible democracy capable of ensuring sustainable development and calling for a more equitable sharing of the fruits of growth.**

129. The above also emphasise the fact that, more than two decades after the revolution, Burkina Faso is at a crossroad. The significant progress made in its quest for rights and freedoms, stability, multiparty politics, democracy, and economic and social progress should not conceal or prevent the necessary critical reflection on the limits, constraints, challenges and stakes pertaining to the sustainable consolidation of political and democratic governance in Burkina Faso, as conceived through the analysis reflected in the nine objectives of this chapter.

### 3.2 Ratification and implementation of standards and codes

#### i. Summary of the CSAR

130. The CSAR presents, in table form, a significant number of key legal instruments of which Burkina Faso is a part. Among such instruments are the seven major human rights treaties grouped under international instruments<sup>2</sup>. As regards regional instruments, there are, in addition to the Constitutive Act of the African Union and the African Charter on Human and Peoples' Rights, the Protocol Relating to the Establishment of the Peace and Security Council of the African Union (Durban, 10 July 2002); the African Union Declaration on Democracy and Political, Economic and Corporate Governance; the African Union Convention on Preventing and Combating Corruption (Maputo, 11 July 2003); the African Charter on the Rights and Welfare of the Child (Addis Ababa, 11 July 1990); the OAU Convention Governing the Specific Aspects of Refugee Problems in Africa (Addis Ababa, 19 September 1969); the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Mozambique, 11 July 2003); the MOU of the Conference on Security, Stability, Development and Cooperation in Africa (CSSDCA); the Declaration on a Response Framework of the OAU on the Unconditional Change of Governments (Lome, 12 July 2000); and the African Charter on Democracy, Elections and Governance (Addis Ababa, 30 June 2007).
131. While noting that Burkina Faso has constitutionalised the rights and duties of citizens, the CSAR warns against any risk of masking the reality of restrictions

<sup>2</sup> It should be noted that the mission could not confirm the ratification by Burkina Faso of the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman and Degrading Treatment or Punishment.

on these rights. On the other hand, the report underlines disappearances or summary executions, arbitrary arrests, abuses and mistreatment of children, and inhuman, cruel, degrading and humiliating cases of physical or mental torture, stating that these 'are not uncommon'.

## ii. Conclusions of the CRM

132. On the basis of information extracted from the additional documentation obtained during its stay in Burkina Faso, the mission concluded that Burkina Faso had ratified many international and regional instruments. The status of the ratification is as shown in the tables below.

**Table no. 3.1: UN**

<b>Name and date of adoption</b>	<b>Date of coming into force</b>	<b>Date of deposit of instrument of succession, ratification or accession by Burkina Faso</b>
International Covenant on Economic, Social and Cultural Rights 16 December 1966	3 January 1976	4 January 1999
International Covenant on Civil and Political Rights 16 December 1966	23 March 1976	4 January 1999
Optional Protocol to the International Covenant on Civil and Political Rights 16 December 1966	23 March 1976	4 January 1999
Convention relating to the Status of Refugees 28 July 1951	22 April 1954	18 June 1980
Protocol relating to the Status of Refugees 31 January 1967	4 October 1967	18 June 1980



Name and date of adoption	Date of coming into force	Date of deposit of instrument of succession, ratification or accession by Burkina Faso
Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages 10 December 1962	9 December 1964	8 December 1964
International Convention on the Elimination of All Forms of Racial Discrimination 7 March 1966	4 January 1969	18 July 1974
Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 18 December 1979	13 November 1987	14 October 1987
Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 6 October 1999	22 December 2000	No instrument deposited
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment 10 December 1984	26 June 1987	4 January 1999
International Convention on the Suppression and Punishment of the Crime of Apartheid 30 November 1973	18 July 1976	24 October 1978
Convention on the Rights of the Child 20 November 1980	30 September 1990	31 August 1990

Name and date of adoption	Date of coming into force	Date of deposit of instrument of succession, ratification or accession by Burkina Faso
Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography 25 May 2000	30 April 2006	31 March 2006
Declaration on Article 14 of the International Convention on the Elimination of All Forms of Racial Discrimination 4 January 1969	3 December 1982	18 July 1974
Vienna Convention on the Law of Treaties 23 May 1969	27 January 1980	30 December 2005
United Nations Convention against Corruption 31 October 2003	14 December 2005	23 June 2006
United Nations Convention against Transnational Organized Crime 15 November 2000	29 September 2003	15 May 2002
Protocol to Prevent, Eliminate and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime 15 November 2000	25 December 2003	15 May 2002

Name and date of adoption	Date of coming into force	Date of deposit of instrument of succession, ratification or accession by Burkina Faso
Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime 15 November 2000	25 December 2003	15 May 2002
International Convention against the taking of hostages 17 December 1979	3 June 1983	1 October 2003
Convention for the Suppression of Unlawful Seizure of Aircraft 16 December 1970	14 October 1971	19 October 1987
International Convention for the Suppression of Terrorist Bombings 15 December 1997	23 May 2001	1 October 2003
International Convention for the Suppression of the Financing of Terrorism 9 December 1999	10 April 2002	1 October 2003
Convention on the Political Rights of Women 31 March 1953	7 July 1954	Signature without deposit of instrument
Convention (Hague) (No. 28) on the Civil Aspects of International Child Abduction 25 October 1980	1 December 1983	25 May 1992

Name and date of adoption	Date of coming into force	Date of deposit of instrument of succession, ratification or accession by Burkina Faso
Convention (Hague) (No. 33) on Protection of Children and Co-operation in respect of International Adoption 29 May 1993	1 May 1995	11 January 1996
International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families 18 December 1990	1 March 2004	26 November 2003
Convention on the Prevention and Punishment of the Crime of Genocide 9 December 1948	12 January 1951	14 September 1965
Rome Statute of the International Criminal Court 17 July 1998	1 July 2002	16 April 2004
Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others 21 March 1950	25 July 1951	27 August 1962
Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents (With resolution 3166 (XXVIII) of the General Assembly of the UN) 14 December 1973	20 February 1977	1 August 2003

**Treaties/conventions of the UN (and OECD) not yet ratified by Burkina Faso**

Name and date of adoption	Date of coming into force	Date of deposit of instrument of succession, ratification or accession by Burkina Faso
Convention on the Rights of Persons with Disabilities 13 December 2006		Signed; not ratified
Optional Protocol to the Convention on the Rights of Persons with Disabilities 13 December 2006		Signed; not ratified
Second Optional Protocol to the International Covenant on Civil and Political Rights, aiming at the abolition of the death penalty 15 December 1989		Not signed; not ratified
Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict 25 May 2000	12 February 2002	Signed; not ratified
International Convention for the Protection of All Persons from Enforced Disappearance 20 December 2006		Signed; not ratified

133. The mission could, however, not obtain (as required by APRM documents) any confirmation regarding the status of the following declarations and resolutions:

<b>Name and date of adoption</b>
Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms 9 December 1998
Declaration on the Elimination of All Forms of Intolerance and of Discrimination Based on Religion or Belief 25 November 1981
Declaration on Fundamental Principles concerning the Contribution of the Mass Media to Strengthening Peace and International Understanding, to the Promotion of Human Rights and to Countering Racism, <i>Apartheid</i> and Incitement to War 28 November 1978
Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic minorities 18 December 1992
Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power 29 November 1985
United Nations Security Council Resolution 1325 on Women, Peace and Security 31 October 2000

**Table no. 3.2: ILO**

<b>Name and date of adoption</b>	<b>Date of coming into force</b>	<b>Date of deposit of instrument of succession, ratification or accession by Burkina Faso</b>
Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) 9 July 1948	4 July 1950	21 November 1960

<b>Name and date of adoption</b>	<b>Date of coming into force</b>	<b>Date of deposit of instrument of succession, ratification or accession by Burkina Faso</b>
Protection of Wages Convention, 1949 (No. 95) (Partially revised by Convention No. 173 of 1992) 1 July 1949	24 September 1952	21 November 1960
Right to Organise and Collective Bargaining Convention, 1949 (No. 98) 1 July 1949	18 July 1951	16 April 1962
Minimum Wage Fixing Convention, 1970 (No. 131) 22 June 1970	29 April 1972	21 May 1974
Night Work of Young Persons (Industry) Convention, 1919 (No. 6) (Revised and replaced by No. 90 (1948)) 28 November 1919	13 June 1921	21 November 1960
Minimum Age Convention, 1973 (No. 138) 26 June 1973	19 June 1976	11 February 1999
Worst Forms of Child Labour Convention, 1999 (No. 182) 17 June 1999	19 November 2000	25 July 2001
Migration for Employment Convention, 1949 (No. 97) (Revised) 1 July 1949	22 January 1952	9 June 1961
Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) 23 June 1975	9 December 1978	9 December 1977

**Table no. 3.3: United Nations Educational, Scientific and Cultural Organization (UNESCO)**

<b>Name and date of adoption</b>	<b>Date of coming into force</b>	<b>Date of deposit of instrument of succession, ratification or accession by Burkina Faso</b>
UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions 20 October 2005	18 March 2007	Decree 2006-51 of 5 July 2006 (OJ BF No. 32 of 10 August 2006) October 1998
UNESCO Convention for the Safeguarding of Intangible Cultural Heritage 17 October 2003	20 April 2006	24 April 2005

**Table no. 3.4: International humanitarian law**

<b>Name and date of adoption</b>	<b>Date of coming into force</b>	<b>Date of deposit of instrument of succession, ratification and accession by Burkina Faso</b>
Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field 12 August 1949	21 October 1950	7 November 1961
Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction 18 September 1977	1 March 1999	16 September 1998
Protocol on Blinding Laser Weapons (Protocol IV) 13 October 1995	30 July 1998	26 November 2003



Name and date of adoption	Date of coming into force	Date of deposit of instrument of succession, ratification and accession by Burkina Faso
Protocol on Prohibitions or Restrictions on the Use of Mines, Booby-Traps and Other Devices (Protocol II, as amended on 3 May 1993 and annexed to the Convention on 10 December 1990) 3 May 1993	3 May 1996	26 November 2003
Geneva Convention relative to the Treatment of Prisoners of War 12 August 1949	21 October 1950	7 November 1961
Geneva Convention relative to the Protection of Civilian Persons in Time of War 12 August 1949	21 October 1950	7 November 1961
Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II), 8 June 1977	7 December 1978	20 October 1987

**AU**

134. The status of ratification by Burkina Faso of treaties/conventions of which the AU is today a depository is as follows:

Table no. 3.5: AU/OAU

Name and date of adoption	Date of coming into force	Date of deposit of instrument of succession, ratification or accession by Burkina Faso
Constitutive Act of the African Union 11 July 2000	26 May 2001	27 February 2001
General Convention on the Privileges and Immunities of the Organization of African Unity 25 October 1965	25 October 1965	6 July 1966
AU Convention Governing the Specific Aspects of Refugee Problems in Africa 10 September 1969	20 June 1974	19 March 1974
Convention for the Elimination of Mercenarism in Africa 3 July 1977	22 April 1985	6 July 1984
Cultural Charter for Africa 5 July 1976	19 September 1990	11 October 1986
African Charter on Human and People's Rights June 1981	21 October 1986	6 July 1984
African Charter on the Rights and Welfare of the Child July 1999	29 November 1999	8 June 1992
Treaty Establishing the African Economic Community 3 June 1991	12 May 1994	19 May 1992

Name and date of adoption	Date of coming into force	Date of deposit of instrument of succession, ratification or accession by Burkina Faso
Protocol to the African Charter on Human and Peoples' Rights on the Establishment of an African Court on Human and Peoples' Rights 10 June 1998	25 January 2004	31 December 1998
OAU Convention on the Prevention and Combating of Terrorism 14 July 1999	6 December 2002	23 June 2003
Protocol to the Treaty Establishing the African Economic Community Relating to the Pan-African Parliament 2 March 2001	14 December 2003	23 June 2003
Protocol Relating to the Establishment of the Peace and Security Council of the African Union 10 July 2002	26 December 2003	1 December 2003
Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa 11 July 2003	25 November 2005	9 June 2006
Protocol on Amendments to the Constitutive Act of the African Union 11 July 2003	Not yet implemented	5 April 2005
African Union Convention on the Prevention and Combating of Corruption 11 July 2003	5 August 2006	29 November 2005

**Treaties/conventions of the AU that have not yet been ratified by Burkina Faso**

135. To date, Burkina Faso has not signed all treaties/conventions of the OAU/AU, except for four instruments. In addition, more than 12 instruments of the OAU/AU have not been ratified by Burkina Faso, as indicated in the following table:

**Table no. 3.6: AU/OAU**

<b>Name and date of adoption</b>	<b>Date of coming into force</b>	<b>Date of deposit of instrument of succession, ratification or accession by Burkina Faso</b>
Additional Protocol to the OAU General Convention on Privileges and Immunities June 1980	Not yet implemented	Not signed; not ratified
Protocol of the Court of Justice of the African Union 11 July 2003	Not yet implemented	Signed; not ratified
Protocol to the OAU Convention on the Prevention and Combating of Terrorism 8 July 2004	Not yet implemented	Signed; not ratified
The African Union Non-Aggression and Common Defence Pact 31 January 2005	Not yet implemented	Signed; not ratified
African Youth Charter 2 July 2006	Not yet implemented	Not signed; not ratified
African Charter on Democracy, Elections and Governance 30 January 2007	Not yet implemented	Not signed; not ratified

136. The mission was able to conclude that the international and regional instruments ratified by the country, as shown in the above tables, go far

beyond those listed in the table contained in the CSAR and cover a wider range of topics. The mission nevertheless deplores the fact that there is no single operational frame of reference that contains all the instruments of which Burkina Faso is a part and which can be made available as and when required.

137. The mission notes that, to date, there has been some delay in the submission, by Burkina Faso, of its reports to competent bodies of the UN responsible for overseeing treaties. Thus, since 1997, the country has not submitted a report to the Committee on the Elimination of Racial Discrimination. Since 2000, a similar situation has pertained in the case of the submission of reports to the Committee on Human Rights; the Committee on Economic, Social and Cultural Rights; and the Committee against Torture. Similarly, with regard to the Committee on the Elimination of Discrimination against Women and the Committee on the Rights of Children, reports have not been submitted for the years 2004 and 2007 respectively. The mission was nevertheless pleased to learn that there were renewed efforts to overcome these deficiencies, with four reports being in different stages of preparation. As regards ratification, the state had initiated the technical process of preparing documents for the ratification of the *Convention on the Rights of Persons with Disabilities* and the *International Convention for the Protection of All Persons from Enforced Disappearance*. As for the *Second Optional Protocol to the International Covenant on Civil and Political Rights, aiming at the abolition of the death penalty*, the ratification thereof seems to be a major challenge for the authorities in Burkina Faso, which have not yet registered it on their work plan.
138. The mission noted with satisfaction that, aware of its obligations stemming from international instruments of which it is a signatory, the Burkinabe state had – in addition to the roles traditionally assigned to the various constitutive bodies of state by the constitution for the implementation of the instruments ratified – initiated a number of actions, including the adoption of a policy and plan of action directed at the promotion of human rights, the establishment of the CNDH, and the creation of a Ministry for the Promotion of Human Rights.
139. Despite these initiatives, in Burkina Faso, holders of the rights contained in the relevant international instruments in reality have very little knowledge of such rights, or are even able to truly enjoy the benefits of the rights. This can be partly explained by the fact that, in the absence of effective domestication based on the real empowerment of stakeholders, such instruments are confined to playing only a remote, symbolic and ideal role, rather than serving as legal reference texts that are currently cited and used and which have authority in the country. While the lack of human, technical and financial resources that characterises the situation in the country remains a major cause of concern, it is also important to note that there is an unwillingness to put in place the mechanisms – texts, sensitisation structures, information and training – required for the implementation and enjoyment of the rights contained in the ratified instruments.

**iii. Recommendations of the APR Panel**

140. The APR Panel would like to make the following recommendations:

- revitalise and operationalise the structures responsible for collecting and compiling all the instruments signed and ratified by Burkina Faso so that these are contained in a single frame of reference (government);
- with regard to the new momentum in respect of the drafting and submission of reports to the competent bodies responsible for overseeing UN treaties, support such momentum and ensure that it achieves the desired effect (government);
- make great efforts to put in place, within a reasonable time, the provisions necessary for the operationalisation of the ratified instruments already incorporated in national legislation (government);
- rapidly initiate domestication procedures in respect of ratified instruments not yet integrated into national legislation (government);
- work towards the ratification of instruments of which Burkina Faso is not yet part, in particular those relating to torture, enforced disappearances, the death sentence and corruption (government); and
- initiate, together with civil society organisations (CSOs), a permanent process of sensitisation and the popularisation of ratified instruments, and the education and training of Burkinabe as to the enjoyment of their rights (government, CSOs).

**3.3 Assessment of APR objectives**

**Objective 1: Prevent and reduce intrastate and interstate conflict**

**i. Summary of the CSAR**

**Internal conflicts**

141. The CSAR distinguishes three types of conflict in Burkina Faso: political conflicts, community conflicts, and interstate or trans-border conflicts.
142. **Political conflicts.** There are no political conflicts as such in Burkina Faso, but there are cases of latent or open political or social tension that have had, or could have, the potential for varying degrees of conflict situations that may sometimes result in injury and/or death. Some of these tensions culminate in protest. Citizens’ demands can also turn into violence where the issues concerned relate to residential or commercial land. These land squabbles,

caused by removals, erupt mostly as a result of a lack of information provided by public authorities or owing to individuals or groups with opposing interests engaging in manipulation or the spreading of rumours. The protagonists are municipalities and individuals, particularly those in peripheral areas affected by the planned subdivision or development of commercial spaces. The protagonists may also be populations that have an interest in the demarcation of land or communal spaces. Leadership conflicts can also erupt among supporters of rival religious authorities contesting the control of religious spaces, and also among leadership contenders vying for the position of traditional chief. Nowadays, the latter has become a very important issue of power. Nor is it uncommon to find conflicts between political leaders and party activists, mostly as a result of the fundamental renewal of the structures pertaining to political parties, elections and electoral campaigns.

143. From the point of view of the CSAR, **community conflicts** occur mainly between farmers and livestock breeders regarding the issue of land. In fact, there is no clear distinction between the corridors of transhumance, that is, between cultivable land reserved exclusively for agriculture and that reserved exclusively for grazing in rural areas. In rare cases where these boundaries do in fact exist, they are not respected by farmers and livestock breeders, with the result that clashes often occur between the two socio-professional groups. Community conflicts can also be explained by coexistence issues related to population movements towards more suitable land or to gold deposits in a given area. Usually, these gold deposits are located in farmers' fields. The discovery of a deposit therefore means that the field concerned will be destroyed, with the farmer no longer being able to exploit it. This then triggers conflicts among farmers and those seeking and digging for gold.

#### **Cross-border or interstate conflicts**

144. From the point of view of the CSAR, respect for the principle of the inviolability of borders has not served to prevent African conflicts. For example, Burkina Faso and Mali clashed in 1974 and 1985 over control of a border strip. A final solution to the conflict was found when the two countries appealed to the International Court of Justice (ICJ), following which the borders of the two countries were marked. However, there are still border disagreements between Burkina Faso and two of its neighbours, Benin and Niger, regarding which negotiations are under way. However, the goodwill shown by state authorities in settling their disputes peacefully is not always matched by peaceful coexistence between communities on both sides of the borders.

#### **Regarding management and conflict-prevention mechanisms**

145. From the point of view of the CSAR, mechanisms for the management of internal conflicts in Burkina Faso are mainly of an administrative and judicial nature. These mechanisms are described thus by an administrative authority: "There is no formal framework as such, but we try to manage conflicts at the local, county, provincial and regional levels. When conflicts erupt, the prefect

and technical services (environment, agriculture, livestock breeding, security) together with resource persons, i.e. chiefs or customary owners of land, come together to attempt conciliation. The relevant technical ministries propose actions to resolve the problem, for example, provide trails for livestock use, delineate fields. In addition, there are the Village Development Committees (VDCs) created to replace Land Management Village Committees (LMVCs), which serve as a framework for local land conflict management. If there is no solution at village level, there is the District Court, which deals with conflicts, but its jurisdiction is limited to penalties providing for compensation under 100,000 francs, except penal sanctions. If the problem persists, it is raised to the level of high commissioners who, with technical services, try to solve it by going on the spot. When there is no agreement, the parties may refer to the High Courts.”

146. **With regard to interstate or trans-border conflicts**, the CSAR notes that, since the unfortunate episode of the deadly conflict between Burkina Faso and Mali (in 1974 and 1985), Burkina Faso authorities have always favoured peaceful management. This is reflected in the dialogue that has taken place. Where necessary, resort has been had to the ICJ. Although the matter of the conflict regarding the border between Burkina Faso and Niger was referred to the ICJ, this does not prevent the two countries from continuing to negotiate further on the issue.

## ii. Conclusions of the CRM

### Internal conflicts

147. Document analysis and visits within the country made it possible to identify several types of conflict in Burkina Faso: (i) conflicts between farmers related to the land issue; (ii) conflicts between farmers and nomadic livestock breeders; (iii) labour conflicts; (iv) political conflicts; and (v) conflicts between civilians and the military.
148. The CRM noted that conflicts in Burkina Faso are first and foremost *land disputes*. It is feared that these disputes will become more significant over the next few decades owing to population pressure. In fact, available data indicate that the Burkina Faso population will continue to grow significantly. Thus, even if we consider the lowest probable growth rate, the Burkinabe population density could reach 161 inhabitants per km<sup>2</sup> in 2051 as opposed to the 38.1 inhabitants per km<sup>2</sup> in 1996, i.e. four times the current density.<sup>3</sup> If, therefore, they are not correctly controlled, these conflicts, coupled with crisis situations, may lead to a critical situation. Consequently, it is important to take the necessary measures.
149. The CRM noted at the various meetings with stakeholders that the oldest conflicts were, and still are, those between farmers and breeders. Such conflicts relate to crop damage, the obstruction of transhumance trails, and

<sup>3</sup> Policy on national land-tenure security, page 19.



competition for access to water. Generally, the situation is one of increasingly difficult coexistence. Thus, each year, farmers and breeders compete for the occupation and exploitation of rural space, and this despite the adoption in 2002 of a law providing guidance regarding pastoralism in Burkina Faso.

150. In addition, land disputes increasingly see migrant farmers opposing indigenous farmers, particularly in connection with attempted land withdrawal. Conflicts may also erupt between villages or between indigenous families. In such cases, such conflicts are related to landownership claims or disputes regarding the boundaries of land. Finally, we should not forget the increasing tensions between, on the one hand, grass-roots communities and, on the other, the state regarding areas classified as forest areas or developed agricultural land. The CRM notes that, in fact, the aspect of greatest concern lies less in the conflicts themselves than in the relative inefficiency of the mechanisms for the prevention, management and resolution of conflict.
151. **Labour conflicts.** Although, like many African countries, Burkina Faso is experiencing labour disputes that manifest themselves in strikes in the public sector, the policy of dialogue initiated by the authorities has helped to establish a permanent framework of consultation that enables the two sides to exchange views on labour concerns. These meetings are attended by trade unions and independent unions in Burkina Faso, and are often chaired by the prime minister, assisted by members of the government. The CRM noted that these meetings (between the government and trade unions) have become a tradition and are part of a political will of the government and social partners to maintain dialogue through permanent consultation frameworks – which provide opportunities for dialogue and direct negotiations – in mutual respect of viewpoints. The CRM welcomes this initiative aimed at preventing conflicts. However, it noted, after its meetings with stakeholders, a degree of repression of the right to strike as evidenced by measures taken to transfer some civil servants who exercised this right. In addition, meetings with trade unions highlighted the legal and regulatory obstacles to the effective exercise of the right to strike in Burkina Faso.
152. **Civil, political and religious conflicts, etc.** The CRM noted with satisfaction that, in fact, there are no major political conflicts in Burkina Faso, but rather cases of social tension – something also stressed by the CSAR. The results of the recent presidential elections have not been contested. Moreover, where conflicts did arise regarding electoral matters, they related more to the matter of fraud during legislative and local elections. In addition, meetings with stakeholders revealed that leadership conflicts may also exist between supporters of religious authorities, or between political leaders and party activists. It should be noted, however, that the political conflict that most stirs the political class in Burkina Faso relates to the dispute concerning the post of leader of the opposition, which is claimed simultaneously by the heads of two groups – including one that again joined the presidential movement. The CRM noted that this issue, which is partly blocking the implementation of the provisions of the law on the status of the opposition, will be discussed by Parliament at its next session. Moreover, many demonstrations against the

high cost of living were organised by trade unions and civil society associations in recent weeks (see Box no. 3.1). The possibility is not excluded that these demonstrations reflect a rampant crisis or contained frustration to which we should remain attentive and that should be defused through constructive actions.

**Box no. 3.1: Demonstrations against the high cost of living**

The soaring prices that result from rising crude prices have led some CSOs to launch a movement against an expensive life.

The cities of Bobo-Dioulasso, Banfora and Ouahigouya set the tone on 20 and 21 February 2008. Unfortunately, these demonstrations degenerated into chasing races between demonstrators and security forces, resulting in breakage and ransacking. A week later, on February 28, similar events took place in Ouagadougou, where Nana Thibaut declared that the city should be 'dead' for one day. In the two largest cities in the country, dozens of demonstrators were arrested: 153 in Bobo-Dioulasso and 169 in Ouagadougou. The criminal chamber of the High Court in each city took responsibility for trying those arrested. Bobo-Dioulasso's trial was held on February 29, and after nearly 17 hours of hearing, the court convicted 29 accused – with the heaviest sentence being 36 months of imprisonment. A week later, in Ouagadougou, the trial (held on 7, 10 and 11 March) lasted a bit over 40 hours and resulted in 45 convictions to imprisonment, with sentences ranging from 12 to 36 months. The government – after undertaking a series of meetings with the vital forces and representatives of civil society, trade unions, and religious and customary authorities – decided to lower the prices of commodities. This was done by renouncing, for a period of three months, the customs duties and value-added tax (VAT) on certain products of mass consumption. In practice, however, the new prices suggested by the government are only timidly applied by traders in Ouagadougou. Most of them claim not to be able to sell their goods for less than the prices at which they bought them. Thus, the government's measure of suspending customs duties and VAT on some foodstuffs is not likely to have an immediate effect on households' budgets.

Such a situation calls for the establishment of a watch on the price of consumer products in general, and on the price of basic commodities in particular.

153. *Conflicts between civilians and the military.* The CRM expresses its concern regarding conflicts between civilians and the military in some areas of Burkina Faso. These, however, are conflicts between isolated individuals and not between bodies and/or persons in charge of civilian and military institutions. These types of conflict occur more frequently in areas where military barracks are located. The most notable of these was the conflict in the region of Dori, where some citizens were beaten by soldiers. In other locations, however, it was civilians who attacked and burned buildings belonging to the security forces.
154. During CRM meetings, it appeared that these conflicts are linked to the weaknesses in the system with regard to the recruitment of members of the defence and security forces, to the shortcomings noted in the training programme (namely as regards human rights), and to the failure to maintain discipline and abide by the republican laws. The discussions led to a greater understanding between civilians and the defence and security force

representatives, and proposals to eradicate conflicts were made. The CRM welcomed the strong participation of elements of the defence and security forces in group meetings and in some cases, the opportunity for them to present apologies to civilians, thus strengthening links between the military and civilians.

### Conflicts with neighbouring countries

155. The CRM noted that the conflict between Burkina Faso and Mali as regards the **Agacher band** – a strip of semidesert land 160 kilometres long and 30 kilometres wide lying between the northeast of Burkina Faso and eastern Mali, and which is believed to contain natural gas and mineral resources – had been satisfactorily resolved. In January 1986, at a summit with regard to the Agreement on Non-Aggression and Assistance in Matters of Defence (ANAD) held in Yamoussoukro (Côte d'Ivoire), the presidents of Burkina Faso and Mali agreed to withdraw their troops to the positions they occupied before the conflict. Prisoners of war were exchanged in February and diplomatic relations restored in June. Despite these positive signs, the dispute remained unresolved. The case was then referred to the ICJ. In its decision delivered on 22 December 1986, the court divided the 3,000km<sup>2</sup> almost equally between the two states. Mali was granted the western part and Burkina Faso the eastern part. The president of Mali described the decision as 'very satisfactory' and as a 'victory' for the fraternal peoples of Burkina Faso and Mali.
156. In addition, the CRM welcomes the willingness displayed and expressed by the authorities of Burkina Faso in seeking, through peaceful dialogue and consultation, to find solutions to the border dispute between Burkina Faso and two of its neighbours, Benin and Niger. As regards the dispute between Benin and Burkina Faso, negotiations between the two sides are continuing. Since 1980, the joint commission in charge of demarcating common borders has been faced with the problem of interpreting texts on the territorial ownership of Koalou (68km<sup>2</sup>). According to the decree of 22 July 1914, the border between Burkina Faso and Benin is demarcated by the Pendjari Course. This means that Koalou falls under the sovereignty of Burkina Faso. As for Benin, another text is invoked, namely an order of 1938 issued by a colonial administrator, decreeing that Benin law applies in the area. The two parties, which had hitherto renounced any recourse to international arbitration, managed to define virtually all their borders, except the 7km length of Koalou. The CRM encourages and supports the willingness to engage in dialogue shown by the two parties.

#### Good practice no. 3.1: Burkina Faso: regional ombudsman and peacemaker in Africa

Burkina Faso has, over the past two decades, become a dynamic actor that is playing an increasingly active role in international relations. Such active participation is particularly evident in the area of peace and international security. Indeed, Burkina Faso has in recent years been involved regularly in the peacekeeping operations of the AU and the UN. From the 1990s, Burkina Faso has been engaged in peacekeeping operations organised under the auspices of ECOWAS. It thus supported Liberia (1997), Togo (1993), Niger (1995), Burundi

(1993), Zaire (1995), the Central African Republic (1997, 1999), the DRC (2000) and Sudan (2007), and sent civilian police agents to the Comoros, Haiti, the DRC, the Central African Republic and Sudan.

Burkina Faso also contributed to the peaceful settlement of certain domestic or international crises: the Touareg conflict in Niger (1994, 1995), the crisis in Togo (1993), the Ethiopia-Eritrea conflict (1998), the Liberian conflict, the conflict in Chad (2003), the inter-Togolese dialogue (2006) and the direct inter-Ivorian dialogue (2007).

157. **Regarding conflict management and prevention mechanisms, the mission was able to identify several types of mechanisms:**

158. **Traditional mechanisms.** The CRM noted the existence of such mechanisms in rural areas. Among these contributing factors are what are termed a 'joking relationships'. For Batiana Boniface, president of the Association for the Promotion of Joking Relationships (AB3P), "Joking relationship is a matter of national expertise, part of a transnational phenomenon that can be useful for peace in the subregion". Joking relationships have led to the rapprochement of peoples who were able, through popular jokes, to maintain a social identity. Thus, two ethnic groups linked by a joking relationship are able to create bonds of brotherhood and camaraderie in their respective communities that transcend age and conditions. Such relationships, which can be observed in certain areas of West Africa, cement inter-ethnic relationships and constitute factors of peace and stability.

**Box no. 3.2: Joking relationship: a factor of peace and communion**

The phenomenon of joking relationship is to be observed in many parts of West Africa and, more specifically, in Burkina Faso, with the aim of such relationship being to strengthen ties of brotherhood and solidarity and to contribute to peace between different ethnic groups. The humorous exchanges that take place between members of different ethnic groups have the great advantage of being able to untangle conflicts and serve as an outlet.

For Marcel Mauss, who was the first to use the expression 'joking relationship', the purpose of such attitudes is to allow 'relaxation which is a release and compensation necessary to the life of the group'. In this way, individuals play with their differences instead of engaging in direct confrontation. This complicity also enables both sides to settle their disputes in a diverted manner. "Sometimes one gets the feeling that things are really burns, but, thanks to the code of the joking relationship, one is protected and can make fun of each other for hours!", says Ibrahim, a restaurant owner of 30 years. This is provided, of course, that the rules are kept to and that prohibited insults such as 'bastard' – the supreme insult – or insults against another's mother are avoided. The joking is never based on serious or substantive issues. The genesis and the object of the joking must imperatively lead to a smile. Minor faults and habits of an ethnic group generally provide a pretext for the joking. The habits and customs that are mocked are known to all and belong to popular culture. The joking relationship is the cement of unity and brotherhood between communities.

**Modern mechanisms**

159. *The mediator of Burkina Faso.* The CRM welcomes the existence of a national ombudsman in Burkina Faso. The overall mission assigned to the ombudsman is to address the need for dialogue and understanding between the administration and the people. This permanent dialogue must enable the rigidity, inertia and slowness of administrative structures and bodies to be broken down in order to combat harmful practices by public officials and to contribute to the setting up of a government that respects the law and citizens.
160. The mission noted that, in 2006 alone, the ombudsman received a significant number of complaints. The 277 files received in 2006 can be ranked as follows according to the number and nature of the complaints: (1) 116 files were opened regarding complaints related to the careers of public servants. This type of complaint was the most frequent and concerned applications relating to the management of the administrative career of public officials. (2) 107 files were opened with regard to complaints of a financial nature. These complaints related to matters such as payment of function allowances, services, housing, and so on, possibly resulting from career reclassifications or reconstitutions. There was also a fairly high number of payment claims relating to the rights of those dismissed for judicial and administrative liquidation. Finally, there were those concerns related to the payment of the social security contributions of retired workers. (3) 47 complaints concerned land and domains, concerns that were generally raised in a collective manner. Sometimes, the specificity of the complaints meant that entire populations were involved. In most cases, complainants either contested the amount of the compensation that they had received, or claimed that they had been evicted in accordance with procedures that they considered illegal. (4) Seven complaints related to the problem of the non-implementation of court decisions. Although this category comprised the least number of complaints received in 2006, such complaints are becoming increasingly numerous.
161. During its meetings with stakeholders, the CRM noted that rural people rely more on traditional authorities to resolve their conflicts. This framework of conflict management and resolution is marked by the absence of a regulatory status that determines the role and place of customary authorities in society, thereby enshrining, in a formal way, decisions taken by these traditional bodies. Indeed, the traditional authorities as a whole are unaware of the relevant provisions of the constitutional, legislative and regulatory framework and, more specifically, of the provisions of the civil code, the penal code and the criminal procedure code.
162. To alleviate, if not eradicate, this trend, the people met by the CRM underscored their desire to see a genuine approach adopted for the prevention and management of conflicts among farmers, and between farmers and breeders. Efforts in this regard are actually being made in several areas. Such efforts include the strengthening of the institutional and technical capacity of actors at village and departmental levels. Indeed, the dramatic events that occurred at Sideradougou, Baleré, Gogo, etc. – which saw farmers and nomads

come into conflict with each other and which resulted in deaths and injuries – reveal, in the opinion of stakeholders, that the prevention and management of disputes have shortcomings. Therefore, in the provinces of Bougouriba, Kompienga and Soum, a pilot management and prevention operation was initiated based on rules and regulations. The object was to test the application of the existing regulatory and institutional system in order to make suggestions regarding improvements and popularisation. As a result, village conciliation commissions for settling disputes between farmers and breeders have been set up. The village conciliation commission includes the administrative officer of the concerned village, two representatives of breeders, and two representatives of farmers. These commissions, however, are faced with certain difficulties, such as the illiteracy of rural populations.

**Box no. 3.3: The process of forgiveness and national reconciliation**

Following the Norbert Zongo case, and on the recommendation of the College of the Wise, the government has initiated a process of national reconciliation, the main steps of which remain the National Day of Forgiveness and compensation for victims of political violence.

**National Day of Forgiveness.** This is an unprecedented initiative in the political history of Burkina Faso. The government decided to have a National Day of Forgiveness as a result of two factors. On the one hand, the day comes as a result of the recommendation of the Council of the Wise, which is aimed at setting up a Truth and Reconciliation Commission like the one established in South Africa to consider the abuses of apartheid. On the other hand, the day follows the analysis of the national situation characterised by the persistence of a socio-political crisis that followed the Norbert Zongo case, and the determination of certain politicians to fight the regime. Placed under the banner of national reconciliation, it was designed to exorcise the causes of social and political unrest at a national level, to put an end to the escalation of political violence, and to contribute to the preservation of national unity and social peace.

The most memorable message delivered on that occasion remains that of President Blaise Compaoré in which he called on the whole nation to show forgiveness on behalf of the state, and all former heads of state, for the crimes and other abuses committed from 1960 to that time. The National Day of Forgiveness was thus an occasion for the head of state to invite all Burkinabe to forgive one another for the wrongs done or suffered in the settlement of political or other disputes, to invite the entire nation to be reconciled with itself (by adopting a code of conduct in which violence would be banished forever, and the question of reparations for moral, material and financial wrongs inflicted on citizens would be addressed) and to commit itself to ensuring the effectiveness of these reparations.

Measures taken in this regard include the establishment of a **compensation fund for victims of political violence**, whose purpose is to provide compensation to victims or, where appropriate, to the dependents of victims of political violence, that is to say, acts committed between 5 August 1960 and 30 March 2001, and **the administrative rehabilitation and financial compensation of rehabilitated persons**.

163. **At the regional level**, the CRM welcomes the existence of the Mediation and Security Council of ECOWAS, under the chairpersonship of Burkina Faso. The council also hosts one of the antennae serving as a peacekeeping unit. This unit is known as Area Office and is pre-positioned in the community

space to act as an early warning mechanism in the case of a threat to international peace and security.

**iii. Recommendations of the APR Panel**

164. The APR panel recommends the following:

1. **In general, to:**

- strengthen the **political awareness** of all the national components in terms of peace and tolerance (government, civil society, political parties, public and private media, the private sector, etc.); and
- establish a national observatory for the prevention, management and resolution of conflicts in rural areas (government, CSOs).

2. **In specific terms, the government should:**

- develop and adopt a legal framework determining the role and place of customary and religious authorities;
- adopt and implement measures defining the status of the opposition;
- develop and implement a law on the security of land tenure;
- strengthen and revitalise village conciliation commissions and establish a legal framework for them;
- develop and implement a policy for recruiting members to the defence and security forces that is based on morals, discipline and republican order, train them in human rights, and enhance civic training in the barracks;
- speed up the effective implementation of community policing;
- expand freedoms in the sphere of association; and
- introduce a Farmers' Day and farmer and community meetings, and mould these into an appropriate framework for sensitisation and providing information and training covering matters such as peace, tolerance and brotherhood among communities.

3. **Specifically, the government and civil society should:**

- strengthen the traditional mechanisms of conflict prevention, including joking relationships; and
- strengthen political dialogue with the opposition and implement an efficient strategy of social communication for all components of the nation. This initiative could take the form of a **platform for political**

**dialogue or a general meeting on democracy** in order to discuss any matter of national interest and find, through consensus, solutions to be submitted to the executive and legislative bodies, as well as **a framework for social communication aiming** at better explaining economic and social choices, difficulties and obtained results, collecting peoples' expectations and anticipating social crises.

**Objective 2: Promote constitutional democracy, including political contests and the opportunity to make choices freely, the rule of law, the declaration of human rights and the primacy of the constitution**

#### i. Summary of the CSAR

165. **Democracy and electoral consultations.** Since 1991, elections have been held regularly in Burkina Faso with a view to consolidating the foundations of the resurgent democracy. The rate of participation in the various elections (which varies between 25% and 50%, with two exceptions) shows that only few Burkinabe vote. Illiteracy and a lack of interest in election races might explain this deficiency. The latest polls held in 2005, 2006 and 2007 reveal several weaknesses in the electoral process of Burkina Faso:

- *A deficiency in respect of the institutional capacities of actors involved in the electoral process*, that is, in the branches of CENI on the one hand and in opposition political parties on the other. There is thus a need to professionalise the branches of CENI. Although partners in principle at all stages of the electoral process, political parties often lack the will to fulfil this role and moreover do not obtain the human and financial resources necessary to carry out such responsibility. The same is true of their missions, consisting in *voter education and in monitoring and control so as to ensure the regularity of the electoral process* and thereby prevent fraud. Many candidates and opposition parties do not have trained and committed supporters or delegates at polling offices owing to the lack of financial resources due to the paltry compensation paid by CENI. Selfishness and divisiveness seem to be an insurmountable obstacle to the formation of effective electoral alliances. This is compounded by the relative lack of capacity of political parties to initiate election programmes. As a result, they generally opt for voter mobilisation that is based on demagogic promises and the proliferation of gadgets, T-shirts, items of clothing, etc.
- *The absence of a credible opposition as an alternative and the unlikelihood of democratic opposition:* in recent years, opposition parties in Burkina Faso have been regularly confronted with internal dissidence and with defections, both of which have weakened them. This thus points



to two of their major weaknesses, namely the absence of a tactical and strategic sense and, most importantly, their inability to unite.

- *The great disparities in resources between the candidates/parties make the game unfair:* even if the institutions of power have privileged access to the state audiovisual media as regards the dissemination of information regarding power, it must be recognised that a major effort should be made to ensure the provision of balanced information at election time. Election campaigns and election results often give rise to serious controversies about the role of money in elections, the cost of election campaigns and the appropriateness of expenditure ceilings. Without mechanisms of control and accountability, such a resource can introduce distortions in the political game and vitiate the democratic process by allowing the ‘sale’ of votes to the highest bidder.
- *The lack of voter education,* without which an election is a sham. Although casting a vote is an individual act, it takes place in a communitarian environment that is open to illegitimate manipulation by traditional and religious authorities as well as by the more affluent candidates/parties.

166. **The rule of law and supremacy of the constitution.** The adoption of the constitution of 2 June 1991 heralded the beginning of a process of democratisation marked by the organisation of several electoral consultations in order to lay the foundations of a pluralist democracy. However, practice and constitutional interpretations of the political regime tend to strengthen the position of the Executive. The same is true as regards the practice of constitutional revisions under the Fourth Republic.

167. In fact, the constitution has been the subject of several revisions:

- Law 002/97/ADP of 27 January 1997 among other things removed the limitations clause relating to the number of presidential mandates.
- Law 003-2000/AN of 11 April 2000 among other things reinstated the limitations clause relating to presidential mandates and made provision for a five-year mandate as opposed to a seven-year mandate. It has also divided the Supreme Court into three higher courts – the State Council, the Court of Annulment, and the Audit Office – and has created a Constitutional Council.
- Law 001-2002/AN of 22 January 2002 among other things abolished the House of Representatives and, consequently, bicameralism.

168. The contribution of the Constitutional Council to the entrenchment of constitutionalism in Burkina Faso has been mixed. What is surprising is the impressive amount of advice provided by it in contrast to the limited number of rulings handed down. This shows that the institution is still in the process of planning to gear up. The limited representation of the opposition deprives such opposition of the possibility of referring matters to the Constitutional Council.

The principles of legality and the rule of law, equal protection under the law, the right to have one's case heard by an independent and impartial court, the presumption of innocence, and so on, are guaranteed by the constitution of Burkina Faso.

169. If, in practice, and in some cases, the rule of law prevails, in others it is unknown partly because of the dysfunctions that affect the judiciary. Such dysfunctionality often results in breaches of the principles of the independence, impartiality, and the accessibility and efficiency of justice, and can be explained both by the lack of political will and by the scarcity of resources. Moreover, justice where the rule of law remains theoretical is not easily accessible for a large section of the population. The cost of procedures, the geographical remoteness of courts, communication difficulties, delays in dispensing justice, a lack of magistrates, etc., all contribute to this situation.
170. **Decentralisation.** The process of decentralisation is remarkable for its originality, its pragmatism and its progressiveness. It is founded on the principles of subsidiarity and progressiveness. A rereading of the texts on decentralisation led to the enactment of Law 055-2004/AN pertaining to the CGCT, thereby leading to an era of complete communalisation and regionalisation of the territory. As a result, 13 regions constituting regional hubs of administrative decentralisation and of economic, social, political and cultural development now exist, as well as 302 rural municipalities and 49 urban municipalities.
171. The search for a Burkina 'way' to decentralise has been translated into three major features: an inclusive and participatory approach, the prospect of long-term change, and the need to integrate endogenous local dynamics into the process. Overall, the following **positive points** should be noted: a fairly stable and controlled process of democratic transition, despite some phases of marked tension between the ruling party and the opposition; an electoral timetable that is generally adhered to during fairly well-organised elections; effective freedom of the press and of opinion; a vibrant civil society; as well as the implementation of decentralisation. **On the negative side**, the following points should be noted: the interpenetration of the majority party and the state with regard to all its institutions and structures; a low voter participation rate (of about 50%); the unlikelihood of political rotation; and the great weakness of the opposition.

## ii. Conclusions of the CRM

172. **Democracy and electoral competition.** The CRM welcomes the remarkable progress achieved on the path to democracy since the end of the revolution and the return to civilian and constitutional rule – a process marked by the adoption, as a result of the referendum on 2 June 1991, of a constitution embedding democracy and liberalism (Article V, Article 31 of the constitution). The return to democracy and electoral competition has in itself been a victory for the Burkina Faso nation, given its recent history. Gradually,

the country is emerging from the trauma of emergency or revolutionary regimes, and the caution exercised in undertaking democratic consolidation is certainly a reflection of this. Basic self-assessment documents, many complementary documentary sources (the constitution, laws, various studies and reports), as well as the information gathered by the mission during visits on the ground, revealed the effectiveness of Burkinabe democracy since the return to multiparty democracy.

173. *The right of citizens to participate in the management of public affairs* is recognised by the constitution, as is the sovereignty of the people. This is in accordance with the provisions of relevant international conventions. The CRM observed, however, that, while contributing significantly to the development of the country, Burkina Faso people living abroad – that is, 7 to 8 million people – did not participate in the voting. This limitation of the exercise of a fundamental right should receive special attention from the authorities, particularly as the mobilisation of the diaspora seems to be an important dimension of the national poverty reduction strategy.

**Box no. 3.4: Political parties: between freedom, ethics, equity and responsibility**

Political parties are constitutionally recognised (by Article 13 of the 1991 constitution) and enjoy a particularly liberal status. They are governed mainly by the Act of 29 November 2001, which created the Charter of Political Parties and their formation in Burkina Faso, and by the Act of 25 April 2000, which relates to the status of the opposition. Under the law, political parties are allowed to form freely. Their ability to act in their full capacity is subject to a declaration by them against issuance of a certificate of recognition by the administration. The former act furthermore defines the rights and obligations of political parties.

The framework relating to the organisation and actions of the opposition is, for its part, governed by the Act of 2000 on the status of the opposition. The framework comprises all parties that are not members of the parliamentary majority, that is, both parliamentary and extraparliamentary opposition. This definition of the opposition in relation to the parliamentary majority, and not the government, is a source of diverse and vehement protests – in Parliament as well, where the appointment of the leader of the opposition has been a source of strife and political stalemate.

*Public funding of political parties* is governed by the Act of 2 May 2000. The financing of political parties involved in electoral campaigns takes place in advance and in proportion to the number of candidates nominated, while funding of parties outside electoral campaigns is granted to all political parties that obtained at least 5% of the votes cast in the last legislative elections (Article 14). There is little effective implementation of the legal provision relating to the presentation of accounts by political parties and to their audit by the Audit Office. This is to be deplored. The law is, however, silent as to the private funding of political parties, as to ceilings for campaign expenditure, and as to the suppression of secret financing. Consequently, many abuses are reported by stakeholders.

It should be stressed, on the other hand, that the *proliferation of political parties* (140 parties officially registered in March 2008), which is bolstered by the secessionist manipulations of the majority, is a feature contributing to the malfunctioning of democracy. The result is fictitious accession of members, unsatisfactory human resources, nonviability of parties, a lack of conviction and social projects, insufficient training, a lack of supervision of activists, Lilliputian parties, a hunt for electoral premiums, transhumance, political nomadism, mercantilism created by and for the benefit of the ruling party, a lack of internal democracy

within parties, hidden financing of political parties and electoral campaigns, profiteering and political corruption, and so on.

*The particularly privileged position of the majority party* – the CDP – is the subject of numerous complaints: monopolisation of the structure and infrastructure resulting from the revolution, benefiting from the means of the state and the administration, hidden financing, partisan collaboration by administrative authorities, excessive use of its dominant position, influence peddling and intimidation of people, a subtly maintained confusion between state and party, active cells of the party within the administration, etc. Combined with a favourable ballot system, the extreme prevalence of the majority party threatens the chances of real democratic rotation in practice.

The occurrence of such recriminations requires that special attention be paid to this issue in order that institutions may become balanced and a credible democracy may be built.

174. *The call for the institution of independent candidatures* is a pressing one in the light of the foregoing so as to take charge of their problems and ensure better representation of the people, who appear to be becoming increasingly less confident in a party that ‘disappears’ from the ground outside periods of election.

175. *The electoral system of Burkina Faso* is not free of suspicion as regards its ability to ensure fair and equitable competition in the context of free and transparent elections. Discussions with the political and intellectual class as a whole have been used by the CRM in the absence of minimum consensus on all the rules of the democratic process, an absence that is undoubtedly related to the particular circumstances associated with the return to multiparty democracy (such as the absence of a national conference or similar forum). What is significant in this sense is that the major advances have occurred after the occurrence of deep crises. All the stakeholders agree, however, that enormous progress has been made with the process of electoral consultation. The handover by the territorial administration to an independent body presided over by civil society was, from this point of view, a decisive evolutionary occurrence. Indeed, since 2001, following the case of Norbert Zongo, an autonomous institution (the CENI) has existed in Burkina Faso that has a consensual basis and is responsible for organising all elections.

**Box no. 3.5: CENI, or the challenge of holding transparent elections**

Over the course of various elections, CENI has become the centrepiece of the electoral process in the country. Composed of 15 members (whose appointment is for a period of five years, renewable only once) – including five nominated by the majority parties, five nominated by the opposition and five nominated by civil society, including the president – the commission is responsible for preparing and managing the entire electoral process.

In every constituency of the territory, CENI establishes branches that function only at the time of elections. This intermittence constitutes a real constraint, since the setting up of such branches before each election is part of the problem of eternal repetition. Even if the cost argument advanced by the government is to be considered seriously, it is clear that intermittent operation of the branches of CENI results in a lack of professionalism on the part of the election administration throughout the territory, in difficulties regarding ownership of the

rules of the electoral process, in delays in putting structures into place, and in much guesswork or improvisations vitiating the credibility of the electoral process.

Generally, however, CENI has contributed to the credibility of elections. Recently, a single ballot and transparent ballot boxes have been introduced. As a result, there has been an increase in the rate of voter participation, with such participation reaching records of 64% and 60% of the number of registered voters in 2002 and 2005 respectively. This has also contributed to the reduction in the number of electoral disputes. However, criticism has been expressed regarding the rigor, probity and competence of some members of CENI or its branches, with some members being suspected, rightly or wrongly, of corruption. Indeed, the fragility of CENI's status (introduced by a simple law), the strong prevalence of parties, and CENI's financial dependence on the state and its corresponding lack of control over its budget are real constraints to the optimal operation of the electoral system and are matters calling for institutional reforms. The constitutionalisation of a restructured CENI that enjoys an organically, functionally and financially strengthened autonomy is something that would be welcomed.

Such restructuring could take a dual form. There could be a supervisory umbrella body comprising a small and odd number of individuals with an established reputation and moral authority who are appointed by the president of Burkina Faso on the basis of a consensus proposal by the political class. This body could chair a technical structure that includes a core of permanent professionals, electoral executives and technicians who are recruited by tender and who are spread between the headquarters and the branches of CENI, with the aim being to ensure practical implementation of electoral specifications.

176. *Several changes to the electoral code and to electoral divisions* have undoubtedly contributed to greater consensus regarding the rules of the electoral process for legislative and local elections. From 1991 to 2002, seven changes or amendments were made. These included three versions of the electoral code from 2000 to 2002. The 2004 version of the code has significantly changed the rules of the game as far as electoral distribution, the breakdown of seats and the mode of voting are concerned.
177. However, the proportionality of the ballot and the influence of national lists – benefits enjoyed mainly by the opposition – have been questioned to some extent. The move from the region to the province as the legislative basis for an electoral constituency has resulted in about 15 districts, thereby transforming proportional representation into a de facto majority ballot. Each one of these 15 districts has only one seat to be filled, while the number of seats varies from two to nine in the other provinces.
178. These changes, which partly accompanied the collapse of the opposition during the last legislative term, are seen by many players and observers as the point of departure for questioning the achievements in terms of electoral matters. As a result, there is currently a crisis of confidence between the opposition and the presidential movement. Many stakeholders have called for the return to a more equitable, more consensual and more representative system of political diversity for Burkina Faso, a call to which the public seems to be sensitive.
179. The presidential election is conducted on the basis of a majority vote in two rounds, with the voting method being agreed upon by way of consensus. The

issue of constitutional limitation of the presidential mandate to a maximum of two mandates seems like a controversial issue. Abolished and then reintroduced in the 1991 constitution at the end of two successive constitutional revisions, it is the subject of apprehensions and uncertainty in the political microcosm and in society as a whole. The current president of Faso has already exercised the supreme magistracy for 20 years, and the question as to whether he will hand over power or try to amend the constitution in order to perpetuate his power – like some of his peers – is the main political unknown in the coming years. The APR Panel observed that this issue deserves special attention and it sincerely hopes, from this point of view, that the solution retained will be based on a vast political consensus, taking into account the need to consolidate democracy, and the peace and stability of Faso.

180. *The issue of the reliability of the voter lists* also remains a strong cause of concern with regard to elections, especially in view of the absence of a transparent, computerised and secure electoral register. Many practical difficulties arise as a result of illiteracy, the lack of civil status and the problem of identifying a large number of potential voters. Only a minority of Burkina Faso nationals of voting age have been provided with national identity cards. Consequently, eight types of documents (including auxiliary documents and family record books) are accepted for the purpose of voter registration on electoral lists and voting. The fact that voter lists and other election materials are poorly maintained, with many identity mistakes; the possibility of multiple votes; and other anomalies often favour dysfunction, corruption and fraud, with the complicity of some authorities. It is necessary to update and computerise the civil registry; protect legal identity, the electoral register and voting cards; and strengthen the capacities of the departments of CENI. The CRM commends the commitment of the head of state to finding a solution to the problem as early as possible, notwithstanding the related financial constraints.
181. It is, however, worth acknowledging an achievement of the democratic process in Burkina Faso: the respect of the electoral calendar, thus testifying to the vivacity of a firm option for democracy. Indeed, the electoral process initiated in 1991 was relentlessly pursued with the organisation of three presidential elections in December 1991, November 1998 and November 2005. As for legislative elections, they were held in May 1992, May 1997, May 2002 and May 2007.
182. *The principle of equal access of parties to the media*, including public media, is ensured by the CSC. Each candidate has airtime to speak on an equitable basis, and stakeholders believe that equal access is guaranteed at election time. This feeling, however, is mixed outside election campaigns when there is no regulation in this regard. Hence the proposal – still to be approved by the CSC – to submit heavy media (public radio and television) specifications and assignments on the same basis as private media.

183. *Election campaigns* provide an opportunity for candidates to go out to meet voters and solicit their votes in complete freedom. Many drifts have been identified by stakeholders at the various elections, increasing the relativity of the effectiveness of the electoral system. Many issues have been identified by stakeholders at the various elections that detract from the relative effectiveness of the electoral system: hidden financing of campaigns; profiteering; the massive circulation of money, T-shirts, items of clothing and gadgets; the constant influence of lobbies; the sometimes unnecessary intrusions of certain administrative authorities, and traditional and religious leaders, into the campaign in order to influence choices by taking advantage of the illiteracy, poverty and submissiveness of rural populations; haggling about votes and alliances; the politicisation and lack of neutrality of public administration; organisational failures; various acts of fraud; and so on. As a result, there are many denunciations, especially by the opposition, which, of course, may sometimes be a bad loser! What is clear, however, is that a culture of accepting the outcome of the polls is fairly widespread in Burkina Faso, although the CRM found that in some municipalities won by the opposition, such as that of Dori, municipal councillors aligned to the presidential group engaged in freezing the operations of the institution. Such cases, although constituting a very small minority, call for a strong response from the authorities.
184. The *adjudication of electoral disputes* is vested in the Constitutional Council with regard to referendum consultations and presidential and parliamentary elections, and in the administrative courts with regard to local elections. These jurisdictions have had to hand down many decisions, sometimes even cancelling the results at polling stations where clear irregularities were found. Often, however, the presiding judge has considered that the irregularities complained of would not have been likely to compromise the fairness of the poll in the constituency concerned, thus indicating a reluctance to nullify the results and return the voters to the polls. It is these decisions that are denounced by certain role-players. It has often been requested that the Constitutional Council, as the ultimate judge of the sincerity of the national elections, deploy representatives in the constituencies in order to obtain a better appreciation of the conduct of the vote, and that these representatives have the capacity for self-referral in electoral matters.
185. The importance of the role played by the democratic vigilance and civic involvement of a very dynamic and particularly interested civil society (comprising several thousand associations, NGOs and registered trade unions, some of them enjoying great credibility) should be stressed. The mission noted with interest that the participation of civil society in governance is an issue of democracy and development in Burkina Faso. Such participation sometimes makes up for the weakness of political parties with regard to their constitutional role of being responsible for the wellbeing of the country's political life. It is also vital in the fight against poverty and illiteracy at grass-roots level and a major player in mediation and in the facilitation of dialogue between the majority party and the opposition, especially given the persistence

of the crisis of confidence between political actors. The unions for their part, however, complain about their marginalisation in the deployment of CENI.

186. To ensure greater visibility and effectiveness, civil society should better organise itself and coordinate its actions in national networks. Several stakeholders have, however, condemned the tendency towards instrumentation of political associations, NGOs and trade unions, as well as the development of a certain “civil society more in the exhibitions and conferences in Ouagadougou than in the field” and very capable of capturing and diverting partners’ funds for selfish ends. There is thus a need for the strengthening of civil society’s resources and institutional capacity, as well as for the development in its midst of a culture of accountability.
187. **The rule of law and supremacy of the constitution.** The presentation on the 1991 constitution in the CSAR provides very little information on this issue. However, from the report of the TRI, the constitution itself and information gathered on the ground, it is possible to emphasise that the will of the people of Burkina Faso is to “set up the rule of law that guarantees the exercise of collective and individual rights, freedom, dignity, safety, welfare, development, equality and justice as fundamental values of a pluralistic society of progress and free from any prejudice” (preamble of the constitution).
188. If the constitution does not expressly state that it is the supreme law, there is, however, sound evidence to indicate its supremacy, evidence that is to be found in the submission to this fundamental text of the law and international treaties. In addition, the infringement of the constitution, as well as the betrayal of the motherland, “constitute the most serious crimes committed against the people” under Article 166. Article 167 states that “the source of all legitimacy derives from the present constitution. Any power that does not take its source from the constitution, namely the power resulting from a coup or a military coup, is illegal”. Similarly, reference to the Burkinabe people prohibits any idea of personal power as much as “any oppression of a fraction of the people by another” (Article 168). Burkina Faso is a “democratic, unitary and secular state. The Faso is the republican form of the State” (Article 31).
189. A High Court of Justice is provided for by the constitution to punish acts performed by the president of Burkina Faso that constitute high treason, to punish attacks against the constitution or the misappropriation of public funds, and to try crimes or offences committed by members of the government during the exercise of their functions. Such activities are regulated by the Organic Law 20-95 of 16 May 1995, which also defines the procedure that must be followed for referring cases to the High Court of Justice. However, to date, no case has been referred to such court.
190. A rather rigid *procedure for amending the constitution* is provided for by Articles 161 to 165 of the constitution. Any proposal for amendment initiated by the president of the republic, the majority of the National Assembly or at least 30,000 voters must be submitted beforehand at the discretion of



Parliament before its adoption by referendum, except in the case of a majority vote of three-quarters of the members of the National Assembly. This means that the revision of the constitution requires a broad consensus of the political class or, where appropriate, the direct consent of the people.

191. *The protection of constitutional supremacy*, however, remains sluggish and even problematic in terms of its organic autonomy and the restriction of referral to the Constitutional Council. In fact, four members, including the chairperson of the council, are appointed by the president of Burkina Faso, three judges are appointed by the Higher Judicial Council, and three other members are appointed by the National Assembly. The president of the Constitutional Council, who is directly appointed by the president of Burkina Faso, does not have, like other members, the guarantee of independence – that is, a single term of nine years. This exposes the presidency of the council to a more or less discretionary appointment by the chief of the Executive, and may give rise to some doubt as to the impartiality and independence of this high body.
192. *Referral to the Constitutional Council* is limited to political authorities, namely the president of Burkina Faso, the prime minister, the president of the National Assembly and at least one-fifth of the members of the National Assembly under the framework of a priori control. Excluded from referral are forms of appeal by way of exception, but the court remains the guarantor of the rule of law and citizens have the right of individual appeal. This may indicate why the council has distinguished itself most in the sphere of its advisory function (its many opinions) and by way of its duties as electoral judge under the constitution.
193. On an entirely different level, the illiteracy of a large part of the population and the strong prevalence of customs among the rural population (nearly 80% of the total population) are obstacles to the effectiveness of modern and written law. All of this creates enormous difficulties in terms of the dissemination, ownership and implementation of legislated law, and the respect thereof. Very often, such law is ignored by the population, which subscribes to customary practices. This also creates real constraints with regard to citizens' legal security and to the development of the rule of law.
194. It would therefore be desirable to overcome these shortcomings in order to ensure better affirmation of the supremacy of the constitution and the rule of law. What is required is harmonisation of the law, the dissemination of legislated law in the national languages, the sensitisation and training of citizens, and the strengthening of literacy campaigns across the territory. All of these efforts could contribute effectively to the elimination of the shortcomings.
195. **Decentralisation and local governance.** With the coming into force of the CGCT and the organisation of local elections (in respect of municipal and regional councils), decentralisation entered a decisive phase entailing complete communalisation and regionalisation of Burkina Faso (13 regions, 49 urban

districts – two of which have a specific status – and 302 rural districts). After many delays and much hesitation related to the search for a Burkinabe ‘way’ of local governance that takes into account the endogenous realities as well as issues of poverty alleviation and sustainable development (see the Acts of 1993 and 1998), all forums for consultation, deliberation and the enforcement of judgments are now operational. This advance in the process is to be commended. However, notwithstanding the constitutional basis of decentralisation, and notwithstanding the principle of progressiveness that guides the implementation of the process, many concerns have been raised regarding the chances of success of administrative decentralisation in Burkina Faso, since constraints are numerous.

**Box no. 3.6: The implementation of the decentralisation process: a Herculean challenge**

The success of the process of implementing decentralisation is dependent on the ability of the Burkina Faso state to overcome the constraints identified during the work of the CRM. In many ways, this challenge is akin to the 12 labours of Hercules.

The first set of constraints relates to the very ownership by different actors of the concept and issues of decentralisation – whether in the case of the decentralised authorities of the state (governors, high commissioners and, above all, prefects), local representatives, or grass-roots populations and their traditional and religious leaders. The urgency of sensitisation campaigns, the elimination of illiteracy, training and capacity building must be stressed, particularly as three-quarters of municipal councillors are illiterate, 80% of the population is rural and peasant, and confusion or conflict of jurisdiction between various authorities are numerous.

The second set of constraints relates to the lack of infrastructure, equipment and good-quality human and financial resources to support decentralisation, despite the significant efforts being made by the state. The general consensus is that the *transfer of powers was not accompanied by a similar transfer of means, thereby adversely affecting the viability of many districts* and causing them to be unable to take over the management of local affairs.

A third group of constraints relates to the distribution of powers between authorities and decentralised authorities, especially with regard to municipalities. The similarity between the territory of the municipality and the department (decentralised constituency) seems to be the problem, and conflicts of jurisdiction between mayors and prefects have regularly been decried. It is because of this that the proposal is repeatedly made to abolish the departmental level of deconcentration.

A fourth group of constraints – and constraints that are generally raised by the CDP – relates to political and personal infighting, corruption, the manipulation of elected representatives by their local leaders, and the transhumance or nomadism of advisers. The consequence of such constraints is instability of councils and, sometimes, paralysis with regard to the deliberations and functioning of districts. In addition, problems have been identified with regard to cooperation between village development councils and municipal councillors, with the former being excluded from participation in the office of the latter. *The need for greater clarification of local affairs and of the rules relating to the division of powers is necessary* in order to ensure optimisation of decentralisation. In addition, nonpayment of officials such as mayors, councillors and chairpersons of regional councils adds to the problem, and this can hardly encourage their availability and effectiveness. Consequently, it is important to put an end to this volunteer work.

The fifth category of constraints is linked to the strengthening of the technical services of the state. The success of decentralisation depends, here more than elsewhere, on the strong presence (both quantitative and qualitative), at the base, of technical services that are able to respond quickly and effectively to the demands of the people and of local authorities. This is not currently the case, and contributes to feed the suspicions and recriminations regarding the strong centralisation of power in Ouagadougou and the denial of effective decentralisation.

What all of this means is that the implementation of decentralisation that brings with it real development in the Burkina Faso context has an enormous cost. Consequently, mobilisation of technical and financial resources for this purpose represents a major challenge for the government, Burkinabe society and development partners.

196. The idea of greater territorial deconcentration of administrative services and the pooling of some major services across provincial centres of expertise would perhaps challenge the public service to ensure greater efficiency. However, it is important that the administration in its dual, decentralised form get closer to rural Burkinabe populations. The adoption of a strategic framework for the implementation of decentralisation can lead to a clear and shared understanding of the desired developments. Moreover, the existence of a policy document relating to the training and capacity building of local officials, the creation of a permanent fund for the development of local authorities, the existence of umbrella associations of territorial authorities, and frameworks for consultation on decentralisation are all reasons indicating that there is hope for the future of decentralisation. The challenge, therefore, is to ensure effectiveness and accountability in the operationalisation of the strategy.
197. *The specific situation with regard to traditional governance* deserves special attention, since many concerns have been expressed about the *inadequacy of texts in relation to local realities*. One example is the lack of involvement of traditional authorities, even though they are at the centre of the system of social regulation. Indeed, in a largely rural country, these authorities still enjoy a high degree of legitimacy in the cities and inland towns and villages, which in fact constitute the bulk of the spatial arrangement of decentralisation. Their involvement in the democratic process is a source of conflict and confusion, contributing ultimately to the undermining and discrediting of the institution of chief. In consequence, numerous appeals have been made to formulate a definition of the status of chief that specifies the terms of political neutrality of customary and religious authorities.
198. **Submission of the defence and security forces to civilian authorities.** Although the CSAR remains silent on this issue, the uniqueness of the Burkinabe situation is worth noting. The recent political history of the country is strongly marked by the fingerprint of the military which, after carrying out coups and then imposing the revolution, has now embarked on the path of democracy. It is therefore understandable that the army still mobilises a large part of the elite for involvement in the management and operation of various public services and still plays an important, albeit low-key, role in political life. This explains the frequent military appointments in senior state offices and the administration. What must be borne in mind is that the masters of the

past sometimes find it difficult to submit themselves to the discipline of civilian life in democratic republics. This therefore results in some reported excesses here and there, such as extortion and violence perpetrated on civilians, brawls between the police and the military, and so on. Conscious of these shortcomings, the authorities and the hierarchy take over responsibility for this problem and increase awareness-raising and training with regard to citizenship and human rights. They also take steps to eradicate the shortcomings, for example by holding regular sittings of the Military Court, imposing disciplinary sanctions, removing the 'black sheep', prosecuting offenders, and conducting narrow investigations into morality before confirming appointments.

199. The establishment and development of a new *community police* force that participates in the reconciliation of defence and security forces with the people and brings about improvements in the security of citizens is an added force for change. The firm will to build a republican army is also reflected in the involvement of defence and security forces in development programmes, such as the fight against drought by using military aircraft to bomb clouds and so bring much-needed rain for agriculture; construction work undertaken by military engineers; and heavy involvement in management and training with regard to national development. There is also progressive *feminisation of the army*, as well as the presence of women at different hierarchical levels. In this regard, special mention should be made of the efforts made by the police.
200. The stakeholders, including members of the defence and security forces – who played a very active part in the APRM exercise – believed that the police and the gendarmerie were constrained by their small size and inadequate and dilapidated equipment, and that there was a need for continuing education. In view of this, there was thus a need for capacity building among the police and gendarmerie.

### iii. Recommendations of the APR Panel

201. The APR Panel recommends:

In the short term:

*With regard to electoral democracy and political competition:*

- Reformulate the Charter of Political Parties to ensure stricter supervision and limitation of parties, with specific requirements being introduced relating to democracy within such parties (government, political parties, civil society, Parliament).
- Redefine the terms relating to the public and private funding of political parties and election campaigns, establish a ceiling and strictly monitor election expenses (government, political parties, civil society, Parliament).

- Ensure a more strict separation between the state and the majority party (government, Parliament, political parties).
- Establish – with the aid of a permanent, computerised electoral list and a secure civil registry – a viable and secure electoral register and voter registration cards that cannot be forged (government).
- Constitutionalise, professionalise and strengthen the capacity of CENI (government, Parliament, political parties, civil society).
- Bring about reforms to the electoral code in order to improve the system of representation of the populations (including women and the youth, and representation through the admission of independent candidates) and political parties, and the participation of Burkinabe residing abroad in the voting process (government, political parties, civil society, Parliament).
- Organise ‘*general meetings on democracy*’ with a view to seeking consensus on all these and partisan election issues before their formalisation by Parliament (government, Parliament, institutions of the republic, political parties, CSOs).

*As regards decentralisation, participation and local governance:*

- Sensitise and train state agents, as well as local government representatives and their staff, regarding the issue of decentralisation and local governance, popularise the texts on decentralisation to ensure greater ownership thereof, and ensure the effective implementation and efficient monitoring and evaluation of this process (government, elected representative, TFPs).
- Clarify the roles and responsibilities of the mayor and the prefect from the perspective of the possible abolition of the post of prefect (government, Parliament, associations of mayors, local elected officials).
- Require candidates for the post of mayor and those for presidents of the regional councils to have a good level of schooling (government, Parliament, municipal councils, voters).
- Accelerate the process of actual transfer of powers, functions and resources to decentralised communities, and strengthen the institutional capacities of the decentralised entities (government, local officials, mayors, CSOs, TFPs).
- Explore ways and means of promoting the greater involvement of traditional authorities in local governance by defining a legal framework that will govern their participation and involvement in the activities of decentralised entities (government, Parliament, associations of local representatives, traditional leaders).

*In the medium and long term:*

- Promote the local autonomy of decentralised authorities through a substantial reform of decentralisation that is guided by: (i) a clarification of the rules on the sharing of powers between the state and local authorities based on the principles of self-divestment and the transfer of all powers and resources, both human and material, to local authorities; (ii) the establishment of regional hubs of administrative skills at the service of decentralised local authorities; (iii) the establishment of a bank of skills in each district; and (iv) the enhancement of the authority and control of local representatives at decentralised levels (government, decentralised entities, local elected officials).

*With regard to the rule of law and the primacy of the constitution:*

- Review the constitution so as to broaden referral to the Constitutional Council by the courts and, under certain conditions, by individuals, and submit the president of the Constitutional Council to the same statutory guarantees of independence that other members of this institution enjoy (i.e. a nine-year, nonrenewable mandate) (government, Parliament).
- Increase the resources of the security forces and ensure better monitoring/evaluation by the community police (government).

**Objective 3: Promote and protect economic, social, cultural, civil and political rights as contained in all the African and international human rights instruments**

#### **i. Summary of the CSAR**

202. In Burkina Faso, the human rights situation is rather paradoxical in the sense that the abundance of human rights proclamations is in stark contrast to their ineffectiveness. Burkina Faso is a country that has formally committed itself to the enforcement of the various rights as stipulated in international conventions. Indeed, the state has not only constitutionalised these rights, but it has also ratified almost all of the international instruments establishing them. At the institutional level, a Ministry for the Promotion of Human Rights has been created. All these measures seem to reflect a genuine political will to promote and protect human rights.
203. However, when tested in practice, these rights remain largely theoretical as a result of a lack of effectiveness. This situation stems from several factors. The wording of some of the rights is the first limiting factor as regards their justiciability. Indeed, no accountability for producing results rests on the state. At most, the state is asked to show goodwill in the implementation of these rights. Furthermore, ignorance of these rights on the part of the majority of Burkina Faso people does not militate in favour of their effectiveness. In

addition, lack of harmonisation of some of the relevant conventions with domestic law constitutes an obstacle to their applicability and translates to a certain extent into a political will that seems rather equivocal. Apart from these factors, there is the lack of resources and, sometimes, a lack of credibility on the part of the bodies responsible for the promotion of human rights. Ultimately, the absence of a human rights culture both at the state level and at the level of the people is the single-biggest obstacle to the effectiveness of these rights. The result is that, in practice, human rights are often violated, especially by the security forces.

204. The CSAR makes some recommendations for the protection and promotion of human rights in Burkina Faso. These recommendations include the following:
- The establishment of a national dialogue to bring about synergy of action among all players in the field: the state, organisations and NGOs in charge of the promotion and protection of human rights, and citizens' representatives, and thus restore confidence and a dynamic partnership.
  - The strengthening of the organisational and operational capacities of CSOs involved in human rights or with specific claims.
  - The stimulation of the CNDH.

## ii. **Conclusions of the CRM**

205. Documentary sources and meetings held on the ground allow the CRM to state that respect for and protection of human rights have become a fundamental concern in Burkina Faso. Not only have the fundamental rights of the person been raised to the level of constitutional norms, but the basic charter of 11 June 1991 also proclaims them in its preamble and dedicates the whole of its first title to them, which includes 30 articles divided into four sections. This commitment has also resulted in the accession of Burkina Faso to most international and regional instruments for the protection of the civil, political, economic, social and cultural rights of the person.
206. The creation of a Ministry for the Promotion of Human Rights is another strong sign indicating the commitment of the state of Burkina Faso. Civil and political rights are generally respected and the state is the guarantor of their protection. Freedom of expression and freedom of opinion do not suffer from any particular restrictions. Moreover, Burkina Faso has no political prisoners. Furthermore, freedom of the press is experiencing unprecedented development. Newspapers and radio and television stations have proliferated. Burkina Faso now has four television channels (including three private ones), 73 radio stations and more than 100 newspapers, most of which are privately owned. As far as the press is concerned, there has thus been a shift from the absence of freedom, or controlled freedom during the revolutionary period (in which there was censorship, seizure of newspapers, etc.) to total freedom.

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207. Freedom of thought, conscience and religion resulting from the secularism of the state are an undeniable reality. Thanks to the secularism of the government, the major religions (Islam, a wide variety of Christian churches, and animist cults) coexist in a friendly and peaceful atmosphere, something that should be emphasised and magnified now that rivalries of a religious and other nature sometimes threaten peace in African countries.
208. Regarding the freedom of the press, the CRM observed that it is real and effective. However, total freedom and the flourishing of press organs (i.e. those catering for written and audiovisual media) have led to many abuses. These abuses were noted during the forums organised by the CRM with journalists from Burkina Faso. Among the tendencies particularly emphasised were the spreading of rumours, cases of defamation, the use of the press to target politicians, corruption, and so on. The forums attributed such tendencies to a lack of professionalism on the part of many journalists, to a failure to comply with ethical rules and abide by the ethics of the profession, to low wages and to the poor regulation of the profession.
209. These abuses represent a real threat to the credibility and future of the media. The efforts of the CSC, which, according to its leaders, “emphasises the pedagogical approach rather than sanctions”, have yet to bear fruit. The CSC was finally forced to adopt the latter approach in its decision No. 2008-0081 CSC of 1 March 2008 suspending, until further notice, the transmitting by Horizon FM Radio, of the 2:00 pm news in the Mossi national language on the grounds of abusive, hateful and inaccurate comments regarding the demonstration on 29 February 2008 (Source: ‘Sidwaya’, No. 6131 of 12 March 2008, page 12). This branch of the profession thus requires urgent organisation and more effective regulation.
210. The CRM welcomes the efforts made by the state, which granted an annual subsidy amounting to CFAF 250 million to the press and provided journalists with a media house. It further noted with satisfaction the willingness of journalists to take charge of their own problems as part of a national professional association and a trade union. However, these efforts need to be strengthened and completed, namely by way of the adoption of a collective convention capable of bringing good order to the profession, the introduction of a press card (which, as yet, is nonexistent) and the decriminalisation of press offences.
211. Economic, social and cultural rights have also been raised to the level of constitutional norms and have been embedded in the body of the constitution: the right to education, social security and housing in Article 18; the right to work in Articles 19 and 20; the right to health in Article 26; and the right to a healthy environment in Article 29. The peculiarity of the latter right is that it is also a duty falling on everyone.
212. Enjoyment of the right to education has increased partly as a result of the implementation of the PRSF and the PDDEB (2001-2010). The school enrolment rate in respect of basic education has risen from 42% in 2001 to



72% in 2008 as a result of free primary education and free education during the first secondary-school cycle. Efforts with regard to education must be continued and intensified, since the illiteracy rate is still very high. However, the objective of education for all is still far from being achieved.

213. The PNDS, which provides for the development of health facilities and for the implementation of the strategic framework for combating HIV/AIDS, has led to increased enjoyment of the right to health. However, the plan still lacks overall effectiveness owing to the lack of a health infrastructure and to the persistence of certain endemic diseases such as malaria, HIV/AIDS and meningitis. Access to care and structures must be improved greatly for many Burkinabe, especially in rural areas.
214. The food situation with regard to the population has improved owing to the development of agriculture (including livestock farming) through an increase in the number of dams and water reservoirs, the exploitation of low lands, as well as the development of a technique for regulating rainfall (Operation Saaga). However, such improvement does not yet benefit all of the population. Moreover, changing weather patterns sometimes adversely affect the efforts being made to improve the food situation. Despite the improvements made, malnutrition rates remain high, particularly among children.
215. Trade union freedoms are best exercised through the development of social dialogue. Yet, during their meeting with the CRM, trade unionists deplored the excessive rigour with which the right to strike and demonstrate was handled, sometimes making such actions risky.
216. Ultimately, it is not enough to protect human rights by adopting legal texts. Such rights must also be known. However, everyone knows that human rights are ignored by the majority of Burkina Faso people for several reasons, such as the illiteracy of a large part of the population, the complexity of the language in which the rights are drafted, and the inaccessibility of justice for the majority of citizens.
217. Ignorance of these rights constitutes an obstacle to the rule of law and democracy, in that such ignorance promotes infringement of the rights (e.g. through the abuse of power), privatisation of justice and poor development of a sense of citizenship. Similarly, it is not enough to grant rights to citizens in the hope that they will be able to enjoy them. A number of conditions must be met. People must be able to feed themselves, learn, obtain health care, obtain housing, and so on; in other words, they must be able to live decently. The first of the MDGs is the eradication of poverty and hunger. Now, the problem in this regard is that **economic, social and cultural rights have been designed as targets rather than as compulsory rights** such as civil and political rights. This, then, is one of the shortcomings of the Burkina Faso legislation regarding the protection and promotion of human rights. The authorities seem to favour the universality of rights over their indivisibility.

218. There is a cost to the promotion and protection of human rights. It is the duty of the public authorities to mobilise the resources necessary to create the conditions for the enjoyment of citizens' rights. It is their responsibility to take the necessary steps to enable the people to feed themselves, to obtain housing and care, etc. It is true that Burkina Faso, as a poor country, has limited resources to meet such requirements. However, underdevelopment should not be an excuse for the state not to fulfil its responsibilities in respect of the achievement of human rights. A sound policy for promoting human rights requires their materialisation and dissemination so that they can be enjoyed fully by citizens.

**Good practice no. 3.2: The national citizenship week**

Since its establishment, the Department for the Promotion of Human Rights commemorates, as recommended by the General Assembly of the UN, the date on which the Universal Declaration of Human Rights (UDHR) came into effect, namely 10 December 1948.

Initially, the annual forum set itself the main objective of strengthening the partnership between state actors and non-state actors so as to promote and protect human rights. The idea was to give all players in the field of human rights, as well as citizens, the opportunity to meet to consider different activities related to their common goals.

The forum of 10 December 2001 led to the creation of the CNDH of Burkina Faso. The forum of 2002 discussed the progress report of Burkina Faso submitted to the African Commission on Human and Peoples' Rights. The third forum held on 10 December 2003 resulted in preparations being made for the Tenth Summit of La Francophonie, held in Ouagadougou in 2004, to consider the Bamako Declaration adopted at the International Symposium on the Practices of Democracy, Rights and Freedoms in the Francophone Space.

On 10 December 2004, the Ministry for the Promotion of Human Rights organised a national citizenship week, the main purpose of which was to promote responsible citizenship among the people, and the youth in particular. This was at a time when human rights only seemed to be fostering civic awareness. Another purpose of the week was to focus on duties as indispensable corollaries of a complete and responsible citizenship.

*Access to justice and the guarantee of rights and liberties*

219. The judiciary is a key player in building democracy and the rule of law. Consequently, access to justice is a primary concern. Although the consistent promotion and popularisation of human rights by Burkina Faso for several years now are certainly impressive and useful, in themselves they are insufficient to ensure the effectiveness of these rights. Only credible and, above all, accessible justice can guarantee the enjoyment by citizens of their rights.
220. Justice is the cornerstone of the rule of law. In substance, its consolidation means strengthening the rule of law and ensuring the protection of human rights. Everyone knows that this consolidation must take place through improved accessibility to justice and the public service. However, if access to

justice is a reality for urban elites, it is problematic for the vast majority of Burkina Faso people, and for various reasons.

221. First, justice is officially free in Burkina Faso. Deed costs have been revised downwards (e.g. the cost of lodging deeds has decreased from 4% to 2%) or have even been dispensed with. However, the cost of invoking procedures, in particular those costs relating to auxiliary justice services (e.g. the services of bailiffs, notaries, lawyers, etc.) remain very high for a population of which almost half lives below the poverty threshold.
222. Secondly, there is low coverage with regard to the dispensing of justice, and the courts are geographically remote owing to their limited numbers. People must travel long distances to attend the hearings of a tribunal. This causes a real problem, especially when viewed in the context of the poverty that prevails in a country like Burkina Faso. To illustrate this, one need only consider a region like *Boucle du Mouhoun*. This region comprises six provinces, but there are only three functioning courts, with a fourth under construction. Moreover, the isolation of the people, a lack of roads and vast distances discourage people from seeking access to justice, with the result that they resort to other methods of dispute settlement (either peaceful or sometimes violent, or they simply migrate to other areas). Mobile courts (transporting justice to the villages to allow community hearings) are not held because of a lack of transport and security, even though they are budgeted for annually for each court.
223. Thirdly, there are communication difficulties. In a country where the majority of defendants are illiterate and do not understand the official language, French, justice is not easily accessible in the absence of an adapted communications system. In these circumstances, rural populations, especially those that are very attached to their traditional values and customs, prefer the settlements proposed by their chiefs. The result is a duality of law and a conflict between two legal systems (modern law and traditional law) – there are in essence two ‘countries’ (the legal country and the real country) – where the judge is often helpless or powerless. Rural people interviewed during meetings with the CRM consistently highlighted their greater familiarity with the traditional justice system and the solutions it offers. Therefore, one of the challenges for Burkina Faso in the near future is to achieve a compromise – a balance between modern justice and traditional justice – in order to positively capitalise on the mediation and conciliation efforts of traditional leaders, provided that there is always respect for human rights.
224. Fourthly, justice is slow. This is due to a combination of several factors. First, the number of magistrates still falls considerably short of what is required. Secondly, despite the progress made over the past five years, there is a deficit with regard to material means of various kinds (offices, documentation, computers for drafting decisions, reproduction equipment, vehicles, etc.). This delay is seen by people as a type of impunity that is a discredit to justice. The Norbert Zongo case, as well as various economic crimes, are often cited as examples.

225. Aware of these shortcomings, the government implemented the National Action Plan for Judicial Reform (PANRJ) with the support of TFPs, with such plan covering the period 2002 to 2006. This was followed by a plan of consolidation for the period 2007 to 2009 aimed at enhancing the effectiveness of the services of justice and maximising the gains of PANRJ 2002-2006.
226. These plans, one purpose of which is to bring justice to the citizen, have, inter alia, allowed for the construction of major infrastructure, for an increase in court equipment and for the recruitment of new judges. Of the 15 courts whose construction was planned in the PANRJ 2002-2006, five have already been completed. For the period 2007 to 2009, the target will be to complete the remainder and add five more courts to the six provided for in the original programme, making a total of 11 courts (Court of First Instance – TGI). As regards human resources, the government has, since 2001, increased the number of judges recruited each year from 15 in 1995 to 30. At the same time, ongoing training is provided for judges to increase their efficiency.
227. In each jurisdiction, there is a reception centre where staff of the centre educate citizens. In order to ensure equal access to justice for all citizens, the principle of gratuitous justice is proclaimed by the constitution and is confirmed by the civil and criminal procedure codes. To give concrete form to this principle, the law (on judicial organisation) provides legal assistance for people who are not able to meet the costs of trial. However, this system is not yet functioning, for the structures responsible for its administration have not yet been implemented.
228. Despite the efforts made by the government, access to justice continues to be problematic for the citizens of Burkina Faso. Objective 2 of the PANRJ, which entails expanding access to justice, had an average achievement rate of 37%. With regard to the individual components of the objective, the achievement rate was only:
- 55% with regard to the dissemination of information and the promotion of communication in the field of justice;
  - 75% with regard to the dissemination of information, the promotion of communication and the provision of education on human rights;
  - 6% with regard to the creation of new infrastructure; and
  - 11% in respect of the rehabilitation and management of premises housing judicial services.
229. There are also other recurrent problems:
- Human and financial resources are inadequate.
  - The institutional capacity of the courts is weak. The courts are under-equipped and there are insufficient staff members. Moreover, inadequate

training of the latter weakens the effectiveness of judicial intervention and lengthens the time required to process files.

- The cost of justice is a further problem. The principle of free justice is proclaimed, but access to justice continues to be subject to the payment of miscellaneous fees and high costs, which discourages citizens.
- Legal assistance is certainly provided by the texts, but is not effective.
- Citizens are ignorant of their rights. The Burkina Faso legal order is affected by a gap between modern law and value and representation systems that still tenaciously prevail in the country. The result is a duality of rights serving as a basis for solving many conflicts, especially in rural areas, or even a conflict between the two judicial systems that does not allow for legal security. Furthermore, the ignorance of citizens weakens their position and encourages corruption and racketeering in the judicial system. In these circumstances, people interviewed during meetings in the field indicated that they often preferred to use traditional methods of settlement, because of the numerous constraints that exist, the complexity of the procedures of modern justice and their mistrust in the judicial system.
- Precarious working conditions and low wages are another factor. These disadvantages undermine the judiciary and expose it to pressures and demands of every kind. Many judicial officers therefore leave the profession or engage in parallel activities (education, consultation) so as not to fall into the temptation of corruption.

### iii. Recommendations of the APR Panel

230. *To enhance the effectiveness of human rights in all their dimensions, the APR Panel recommends:*

1 - Actions and measures to consolidate freedom of the press and improve the organisation of the profession of journalist:

- Initiate the negotiation of a collective agreement in the field of journalism (government, press owners, journalists).
- Develop, on a participatory basis, a status for journalists (government, press owners, journalists).
- Organise initial and continuing training for journalists (specialised training schools, government, TFPs).
- Decriminalise breaches of the press laws, strengthen the capacity of the CSC and its powers to impose sanctions for breaches of professional duties, and exercise control over the public media (government, justice system, press owners, journalists, CSOs).

- Provide universal access to the public media outside electoral campaigns (government, CSOs, political parties).

2 - Actions and measures to enhance the effectiveness of human rights:

- Promote human rights and their ownership by Burkina Faso citizens by pursuing and intensifying education on citizenship and human rights in the formal and nonformal education system (CNDH, human rights associations, national education bodies).
- Organise regular, mass media information and sensitisation campaigns on human rights, including written and audiovisual media; organise tours of mobile cinemas and theatres; and establish information and documentation centres on human rights (CNDH, private and public media, CSC).
- Develop training modules for the defence and security forces, and judges, on respect for and the protection of human rights (CNDH, human rights associations, NGOs, government).
- Make judicial rulings on pending cases so as to remove the stigma that taints the court systems.

**Objective 4: Separate powers, protect the independence of the judiciary and develop an efficient Parliament**

**i. Summary of the CSAR**

231. **Separation and balance of powers.** The constitution of Burkina Faso proclaims the principle of separation of executive, legislative and judicial powers. However, the fact that the drafters of the constitution were inspired by the semi-presidential system set out in the French constitution of the Fifth Republic should not overshadow the breakdown of the balance of powers in favour of the president of Burkina Faso, who has a considerable influence on state power in an environment in which institutional checks and balances are relatively weak. Nevertheless, it can be accepted that a presidential regime is the form of government most suited to young states such as Burkina Faso, where the nation is still under construction or in the process of consolidation.
232. **Independence and protection of an efficient Parliament.** The constitution of 2 June 1991 stipulates in Article 84 that the National Assembly enacts laws, consents to taxes and controls government actions. The constitution also clearly regulates the relationship between government and the National Assembly. However, such relationship is marked by a profound imbalance that results in an asymmetric relationship between the Executive and Parliament, which generally favours the Executive.

233. The National Assembly is not playing its role very effectively in the streamlining of legislative procedures. Almost all laws passed by the National Assembly are of governmental origin, with legislative proposals included in the parliamentary agenda being extremely scarce. The same weakness is also apparent with regard to amendments to bills. Furthermore, parliamentary initiatives in terms of constitutional revision are also rare. The parliamentary opposition is weak and divided and therefore does not play its role as a vigilant sentinel, bearing in mind that the constitutional mission of Members of Parliament (MPs) is to monitor the government. Control is basically restricted to the use of information-control mechanisms employing written, oral or topical questions. These mechanisms allow only punctual information to be obtained and are generally superficial. The possibility of commissions of investigation is largely under-exploited by MPs, yet there are many problems, malfunctions or facts that warrant investigation.
234. As regards mechanisms holding the government accountable before the National Assembly, that is, through motions of censure and votes of no confidence, these have been streamlined by the constitution so that government stability cannot be compromised by a facility that is so big that it may overthrow the government. Also, the responsibility of the government to Parliament seems more theoretical than real, given the situation of parliamentary majorities.
235. **Independence of the judiciary.** The judiciary is undoubtedly the most fragile pillar of the regime, because of the many problems that adversely affect its effectiveness. In Burkina Faso, the judiciary is entrusted to judges over the entire national territory under legal and administrative jurisdictions. These courts are: (i) the Court of Annulment, a higher court of the judicial system; (ii) the State Council, a superior court of the administrative order; (iii) the Audit Office, a higher court with control over public finances; and (iv) the courts and the tribunals. The composition, organisation, functions, operation and procedures applicable to each jurisdiction in the above list are determined by an organic law that guarantees independence of the courts. The same is true of the status of judges. However, matters relating to the headquarters, the jurisdiction and composition of courts and tribunals are determined by an ordinary act, namely that of 17 May 1993 on judicial organisation.
236. The judiciary is independent under Article 129 of the constitution. It is also the guardian of individual and collective liberties. Sitting judges are subordinate in the exercise of their functions only to the authority of the law and cannot be dismissed. According to Article 131 of the constitution, the president of Burkina Faso is the guarantor of the independence of the judiciary. He is assisted in this regard by the Supreme Council of Magistracy (CSM), over which he presides, assisted by the custodian of the seals and the minister of justice, who is the vice-chairperson. The former presidents of the three higher courts sit on the CSM as ex officio members, as well as the attorney general of the Court of Annulment. In addition, a person external to the judiciary and appointed by the president of Burkina Faso is a member of the CSM.

237. The CSM makes proposals on the appointment and assignment of judges of the Court of Appeal, the State Council and the Audit Office, and in respect of those of the first presidents of the Court of Appeal. Furthermore, it gives its opinion on the proposals of the minister of justice concerning the appointment of other judges. As for prosecutors, they are appointed and assigned on the basis of proposals by the minister of justice. The CSM, while ensuring the independence of the judiciary, rules on the promotion of judges and constitutes the disciplinary body in respect of judges. The new status of the judiciary involves major innovations. Among other things, the judiciary carries out a hierarchy of functions, and the principle of depoliticisation of the judiciary has been laid down.
238. Aware of the dysfunctionality of the justice system, the government, with the support of TFPs, is implementing an action plan to reform such system. The funding of the plan is valued at CFAF 21,196,028,937. The objectives targeted are those of institutional strengthening, expanding access and enhancing the effectiveness of justice. It is within this framework that the following, among other things, have been achieved: the construction of major infrastructure, equipping of the courts and the recruitment of new judges (i.e. 30 judges per year from 2001 to 2006). In addition, magistrates are provided with ongoing training to ensure greater effectiveness of judicial decision-making. However, the resources allocated to the courts remain limited and, despite efforts made by the government to improve the situation, the justice system's credibility deficit is far from being eliminated. Often, there are accusations that independence, impartiality and efficiency are lacking. In addition, the CSM remains largely under the influence of the Executive. Moreover, in the current political context, the flexibility of judges seems particularly limited, because of their vulnerability in terms of careers. The redrafting of Law 035-2001 on the CSM is therefore essential in order to create confidence in the judiciary, especially as regards its independence.

## ii. **Conclusions of the CRM**

### **Separation and balance of powers**

239. The principle of separation of powers is implicitly enshrined in the constitution, which makes provision for the organisation of authority into three separate powers, each of which is the subject of a separate title. On the other hand, the principle of balance of power is not adhered to, for the Executive is dominant and is hardly limited by the legislature and the judiciary, both of which are weak as regards checks and balances. This can be seen from texts and in practice. The CSAR rightly stresses the option of the 1991 drafters of the constitution for a lopsided regime it describes as 'presidential', stating that this form of government is better suited to young African states. This may seem like mistrust for the classic principle of the separation and balance of powers, a principle that serves as an assessment benchmark of the APRM.



240. If such classic principle is not devoid of application in sub-Saharan Africa in view of the magnitude of challenges in the field of governance, the situation that presently prevails in Burkina Faso can only be said to be cyclical. However, it has been adequately demonstrated elsewhere and in Africa that political institutions that are balanced, whose powers are limited by each other and which are accountable to the citizenry are more efficient and are more responsive to the stakes and challenges of sustainable development and the democratisation of the development process. In view of this, there is thus a need to work actively for a better institutional balance among the executive, legislative and judicial branches in Burkina Faso.
241. It is with regard to the requirement of good governance that a decree of 31 August 2005 was promulgated adopting the PNBG. It is understood as a global, integrated and systemic approach to the modernisation and development of public administration based on the bedrock of prospective democratic and integrating dimensions, with the aim being to make Burkina Faso a “capable, intelligent and effective state”. However, this goal cannot be realised in the absence of constitutional reform aimed at strengthening legislative and judicial powers and also providing a constitutional base for certain regulatory and mediatory bodies (CENI and the CSC among others).
242. Executive power is treated under two distinct chapters in the 1991 constitution. Chapter III is devoted to the office of president of Burkina Faso, while Chapter V deals with the government. The executive power is conferred, on the one hand, on the president of the republic, who is head of state and embodies the unity of the nation, and, on the other, on a government appointed by the president of the republic and headed by a prime minister. The chief of the armed forces is in charge of defence and, in respect of the foreign policy of the nation, the president sets the broad policy directions of the nation. The president has the power of grace, the power to sign presidential decrees, the power to conclude and ratify treaties, as well as the power to take regulatory initiatives. He also presides over the Council of Ministers and the CSM. Among other prerogatives emphasising his strong domination of the political scene, he can dissolve the National Assembly, can refer any issue to a referendum and can declare a state of siege and a state of emergency. Each member of the government receives a mission statement early in the year that defines the priorities of action and the conditions under which the quarterly evaluation of results and accountability is to be carried out.
243. The Constitutional Council, as a constitutional court, is seen as the main mechanism for resolving conflicts between the main institutions of the state, including the president of Burkina Faso, the government and Parliament. Its effectiveness, however, remains uncertain – as previously reported (see objective 2 above). The High Court of Justice, on the other hand, is the instrument of punishment in respect of acts of the president of Burkina Faso that constitute high treason, in respect of attempts to undermine the constitution or in respect of misappropriation of public funds. It also presides over crimes or offences committed by members of the government (see also objective 2 above).

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244. The ESC advises on plans, projects or programmes relating to economic, social or cultural issues and on questions submitted to it by the president of Burkina Faso or the government. It tries to assert itself as a forum for social dialogue in its capacity as a forum of civil society organisations, but the scope of its advisory authority hampers its efficiency.
245. Visits on the ground and discussions with stakeholders have, however, highlighted the lack of communication between the top (government) and base (populations) of the pyramid, and sometimes even among different services within a department. There is thus a need to further develop a participatory and inclusive approach that integrates the requirements at grass-roots level.
246. *Independence and efficiency of Parliament.* An analysis of the basic texts and working sessions held in the field highlight the principle of independence and autonomy of the National Assembly at the organic level: it expresses itself on the validity of the mandates of its members, it elects its president to his office, it organises its working committees with complete autonomy (it has five), it freely adopts its Rules of Procedure, it organises its parliamentary groups (at least 10 MPs form each group) and it votes its budget. It also enjoys the classic scheme of immunities, incompatibilities and guaranties linked to the parliamentary function.
247. The matter of the functional independence and effectiveness of Parliament, however, gives rise to certain comments and reservations, some of which are highlighted in the CSAR. Although the National Assembly has a fairly extensive area of operation under the law, it shares this with the Executive. This practice is widespread in contemporary states. The fact still remains that the control of legislative work by parliamentarians is limited in practice by the weakness of the technical capabilities of deputies and by the constitution, which entrusts the government with control of the agenda of the National Assembly.
248. The president of Burkina Faso may also legislate by way of orders, and upon the authorisation of Senate, or without the permission of the latter in the event of an emergency provided for by the constitution. Similarly, he may in certain circumstances publish the finance bill by way of order. Moreover, the president of the republic may apply for an additional, second reading of laws already adopted, and can also submit to a referendum any issues he deems appropriate. The right of dissolution by the president appears to be an effective instrument for ensuring submission by any recalcitrant legislature. However, Parliament, for its part, has no recourse of action against the president. Its control is limited to that in respect of the government alone, which it hears, interrogates and challenges, with there being only a slight possibility of censure in terms of streamlined mechanisms for questioning the government as to its responsibilities, but especially because of the fact that there is a majority party and solidarity between the parliamentary majority and the government. As a result of a 'parliamentary' transhumance encouraged by the presidential party, which has become an ultra-majority, and exacerbated by the

hunger for power, the 'presidential parties' control all the levers of parliamentary action.

249. This collusion, combined with a weak institutional capacity with regard to national representation, endangers, in a lasting way, the function of parliamentary control, which has become the most important function of the National Assembly. The constitution, in Article 105, does however assign it a strong role to this effect, with the assistance of the Audit Office. The CRM has noted that Parliament asks many written, oral and topical questions on various issues and has set up several fact-finding missions and commissions of investigation, which, in view of the rather lengthy and complex procedure, need to be reviewed. In addition, reports on the activities of the National Assembly are published regularly. The CRM has also noted with satisfaction the introduction of an annual meeting with local elected representatives, to the extent that there is now an annual Parliament and a civil society forum.
250. On the other hand, *the situation of the opposition and the issue of the definition of the role of the leader of the opposition* remain issues of great concern. Although a law on the status of the opposition was adopted in 2001, it has not been possible to apply such law satisfactorily as a result of the ambiguous definition of the role of the opposition and its leader, and given the specific nature of the regime and of the supporter process in Burkina Faso. Under the law, the leader of the opposition is the leader of the party with the highest number of MPs after the majority party. However, the question that must be asked is what happens when such party chooses to join the government majority that has become part of the presidential group, as was found by the CRM on the occasion of its visit?
251. The unfairness of the partisan and electoral game and the overly strong attraction of the presidential group have contributed to the *destruction and dismantling of the opposition* (41 MPs in the previous legislature as opposed to 15 MPs at best within the present National Assembly totalling 111 MPs), *to the extent that the opposition no longer constitutes a counterweight to the presidential group, which has become too significant*. The real opposition numbers less than one-fifth of MPs required for referral of a matter to the Constitutional Council. Thus the viability of a constitutional democracy without real opposition has to be questioned.
252. The mission welcomes Parliament's willingness to reopen the debate on the question of reviewing the rules of the democratic process in order to ensure greater transparency and fairness. It believes, however, that the legislature does not constitute a satisfactory framework for the negotiation of a consensual solution; hence the need for a framework of wider consultation, the findings of which would be ratified through the legislative process.
253. In any event, the parliamentary opposition is well represented in the bureau and in all bodies of the National Assembly. This also applies to women (who number 16). The CRM recorded during its work on the ground that the *population considers that it is not adequately represented by its MPs –*

whatever their political affiliation – who disappear once elected and return only to solicit their votes by handing out small gifts and electoral gadgets.

254. Moreover, the weak institutional capacity of the National Assembly, as admitted to by the MPs themselves, should be criticised. One cannot therefore avoid the issue of the weakness and decline of Parliament, an issue that is very present in Burkina Faso. Such weakness and decline encompass the following: the weakness and under-equipment of the National Assembly; a lack of offices; MPs who are not always well trained; a lack of consistent parliamentary support (two assistants for a commission and authorisation to hire two assistants for a parliamentary group); a poorly trained and highly politicised administration; the weakness of legislative initiatives; a lack of executives and experts necessary for effective control of government action; the slowness of deliberations; the low intellectual and technical quality of debates; a lack of permanence in parliamentary constituencies; and so on.
255. The urgency of a programme to restore the prestige of Parliament and strengthen its capabilities must be stressed. Neither the Strategic Plan for the Development of Parliament 2004-2014 nor the Special Programme for Institutional Capacity Building of the National Assembly has so far been able to resolve the problem in a satisfactory way. While the Special Programme was launched only in 2007, with a horizon of the year 2010 – and it would undoubtedly be premature to make an assessment regarding it at this stage – there is good evidence to indicate that its strengthening and the rigorous execution thereof are urgently required. It should be noted, however, that the present legislature is the one that has the highest intellectual level recorded under the Fourth Republic.
256. **Independence of the judicial power.** The independence of the judiciary in Burkina Faso should be considered generically in terms of the independence of all courts vis-à-vis other powers. This allows one to consider proper courts such as the Audit Office and the State Council, in addition to the Court of Annulment and lower courts. The case of the Constitutional Council has already been addressed.
257. The independence of judges is provided for at the normative level by texts of great importance, such as by the constitution (Article 129: '*The judiciary is independent*') and by several laws on the CSM, on the status of the judiciary, and on the Constitutional Council, the State Council and the Supreme Court, including the new status of members of the Supreme Court that is now being adopted. The constitution provides that "the judicial power is entrusted to the judges". Magistrates are generally not subject to a mandate that limits the period of performance of their duties. They are appointed and, in principle, like sitting judges, have security of tenure. This is one of the criteria commonly accepted by all legal systems, in particular as regards judges. This thus testifies to the independence of the judiciary in the country, an independence that is enshrined in Article 130 of the constitution of Burkina Faso.

258. In accordance with the status of magistrates, sitting judges can in principle be dismissed, but only for disciplinary reasons, and then only on the basis of a specific disciplinary procedure invoked before the CSM. Prosecutors, however, remain subject to the authority of the chancery. They have little security of tenure and their careers (appointments and transfers) are essentially determined by the custodian of the seals. They are, moreover, appointed by the president of Faso, who is head of the Executive. The same applies to presidents of courts and tribunals, as well as to judges sitting in the lower courts, which seems to be a sure limitation of the principle of separation of executive and judicial powers. There is little division between sitting judges and the prosecutor, since the magistrate can move from one to the other following on promotions.
259. Even if, despite some shortcomings, these laws are in line with international standards, the situation with regard to practice and the means available to the courts endangers the scope of the independence and efficiency of justice. One element jeopardising the independence of the judiciary is certainly the constitution itself, and especially Articles 131 and 132 thereof, which ironically make the president of Burkina Faso, as chief executive, the guarantor of the independence of justice and the authority responsible for appointing judges. The constitution subordinates the CSM – which is, in fact, the disciplinary tribunal in respect of judges – by assigning it the role of providing assistance and advice. The minister of justice sits as the vice-chairperson of this body. Moreover, the minister of justice and the custodian of the seals, who is a member of the Executive, make proposals for the appointment of magistrates, and initiate and investigate disciplinary matters concerning judges before the CSM. The president of Burkina Faso does not participate in the CSM when it hears disciplinary cases. These disciplinary cases are chaired by the president of the Court of Annulment.
260. The strong position of the Executive and of full-fledged members within the CSM, and the subordination of this fundamental body to the security and preservation of the independence of the judiciary – particularly in relation to the Executive – appear in fact to considerably undermine the separation of powers and the independence of the magistracy. Such separation and independence are further undermined by poor conditions of service (such as poor salaries, and this despite the recent increase in the salaries of judges); by the clearly insufficient number of judges at all levels (less than 300 judges in total, all levels combined), as well as assistants, court officials and secretaries; and by insufficient equipment – and this despite the extensive PANRJ so rightly mentioned in the CSAR.
261. If the presidents of the courts and tribunals are effectively the appropriators of funds on budgets of their respective jurisdiction, the fact still remains that they depend on the Parliament and the government (particularly the Ministry of Finance) respectively for the determination of the amount of the budget vote allocated to the Justice Department and the disbursement of the funds voted. This somewhat puts into perspective the effectiveness, though constitutionally proclaimed, of the independence of judicial power. Visits on the ground

revealed the state of dilapidation and under-equipment in several jurisdictions. The magistrates, faced with these difficult working conditions, are particularly vulnerable to all forms of temptation. Consequently, there is a need for a specific anti-corruption mechanism for the judiciary.

262. Generally, the situation with regard to prisons is not much better. Although there have been some recent improvements, the obsolescence of certain establishments must be highlighted, as must poor sanitation and food. There is thus a need to accelerate the implementation of the new policy on prisons. In effect, the judiciary seriously lacks the legal means, is confronted by a situation where it is regarded with suspicion by investors and the business community, and suffers from a certain lack of consideration. With regard to the latter, for instance, there are citizens who prefer to resort to other means such as the gendarmerie or the police, to traditional justice or to family or community mediation and conciliation. It is in this context that the institution of the position of ombudsman for Burkina Faso in 1994 appears to be a very valuable tool.
263. Therefore, we better understand the multiple and legitimate questions about the significance of judicial independence and judicial power in Burkina Faso. Largely a step backwards from the executive and judicial powers, justice has hardly the resources of a background administration. Why is it surprising, then, that a large part of justice is handled by the administrative authority?
264. This is the situation with regard to departmental courts, a situation which, to say the least, is ambiguous. Under the Act of 17 May 1993 on judicial organisation in Burkina Faso, such departments are headed by “the prefect of the department or any officer designated for that purpose, assisted by assessors and a secretary (Section 43)”. The departmental court is competent to issue provisional birth, marriage and death certificates; certificates of inheritance, guardianship and individuality; and other documents concerning the status of individuals. It can also hear civil and commercial matters with a monetary value not exceeding CFAF 100,000; as well as disputes concerning wandering animals; the destruction of fields, cultures or stored crops; and damage to fences (Section 48).
265. Even if one can detect a pragmatic concern for the development of a local justice in rural areas, there is good evidence to indicate that there is a serious limitation to the principle of separation of powers that needs to be removed. Undoubtedly, the idea of mobile courts chaired by a magistrate or judge will reconcile these two requirements. In any event, the CRM stresses the urgent need to continue and strengthen the PANRJ in order to ensure that such system conforms to international standards. The challenge is to develop a favourable business climate, while ensuring legal security of citizens as well as of investments.

**iii. Recommendations of the APR Panel**

266. The APR Panel recommends the following:

- Initiate the process of revising the constitution so as to strengthen the legislative and judicial powers (remove justice and the CSM from the grip of the Executive) and thereby achieve a better balance of powers (government, Parliament, the people).

*Regarding Parliament:*

- Consolidate and accelerate the implementation of the Special Programme for Institutional Capacity Building of the National Assembly, build offices and strengthen the recruitment and training of executives and staff employed by Parliament, and improve the working environment (Parliament, government, PAD).
- Depoliticise staff so that they become public servants in the service of the interests of the nation and not of specific partisan groups (Parliament).
- Review the law on the status of the opposition so as to define it in relation to the government (Parliament, government, political parties).

*In order to consolidate the independence of the magistracy and the autonomy of judicial power:*

- Accelerate and strengthen the implementation of the PANRJ in all its dimensions, and enhance the credibility of the judicial system (government, Parliament).
- Introduce mobile courts chaired by a magistrate, which replace departmental tribunals (government, CSM, Parliament).
- Establish an ad hoc brigade entrusted with inspection, performance assessment and the fight against corruption in all its forms in the judiciary (CSM, supreme jurisdictions).
- Strengthen the implementation of the policy on prisons and its action plan (government).

**Objective 5: Guarantee an efficient, capable and responsible public service**

**i. Summary of the CSAR**

267. The administration is the secular arm of the state and, as such, serves as an instrument for the implementation of development policy. Since 2002, the

administration has been comprehensively reformed and a Ministry of Public Service and State Reform has been established. Indeed, some important texts have been adopted, for example Law 10/98/AN of 21 April 1998, which lays down detailed rules for government intervention and for the distribution of competencies between the state and other development actors, and Law 20/98/AN of 5 May 1998, which establishes standards for the creation, organisation and management of the structures of the state.

268. The strengthening of administrative governance has led in particular to the introduction of new ICTs in the administrative arm. Technologies such as the Integrated Administrative and Salary System for Public Workers (SIGASPE), the Automated Customs Data System (ASYCUDA), the Integrated Expenditure Circuit (CID), the Integrated Revenue Circuit (CIR), and governmental and ministerial websites are part of this dynamic. The results of these reforms have, however, been somewhat mitigated.
269. It appears from the surveys conducted that, although administrative agents enjoy a better reputation among citizens, a significant proportion of the population still believes that these agents are not very attentive to its concerns. This undoubtedly demonstrates that the confidence of citizens in the administration has not yet been fully restored, despite the various reforms undertaken.

## ii. Conclusions of the CRM

270. Document reviews and meetings with stakeholders have helped the mission to identify, and to confirm, the shortcomings noted in the CSAR and to discover others. Since the late 1970s, this African state has evolved in an international context marked by globalisation, excessive liberalism, the opening of borders, the unprecedented competition for the control of natural resources and for the control of markets, and the development of ICT. Domestically, such state is confronted by the emergence of new public players such as local authorities, civil society and the domestic private sector, all of which require greater democracy, more emphasis on the rule of law, more governance and the right to play a real role in the country's development through opening up the space for the initiative and accountability of non-state actors.
271. In such a context, a public administration subscribing to the principles of another time characterised more by bureaucratic formalism and effectiveness inevitably finds it hard to be an expression of a state capable of undertaking collective-interest actions at low cost. Burkina Faso, in seeking to develop and increase the efficiency of its state, has been resolutely engaged in the process of comprehensively reforming its public administration. This reform, which commenced in the period between 1986 and 1988, and which intensified later, has affected not only the public service, but also the entire public administration from a systemic perspective. The administration's missions, structures, resources, organisation, operation, methods and procedures, as well as its external relations, have been revisited by the reform. The primary



concern has been to strengthen the institutional and human capacities of the public sector so as to enable it to function properly and to produce results that meet customer expectations.

272. The approach taken by the RGAP centres on three major areas:
- conducting organisational audits of ministerial departments in order to ascertain missions, structures, methods of work, and human, financial and material resources;
  - formulating specific action recommendations regarding capacity building (adoption of laws and regulations, reorganisation, behaviour change, etc.); and
  - following up and evaluating the implementation of the recommendations for conducting the reform, and drawing lessons therefrom.
273. The contours of this modernisation of public administration were first drawn by three basic texts:
- Law 20/98/AN of 5 May 1998, as amended by Law 011-2005/AN of 26 April 2005, on standards for the creation, organisation and management of the structures of the state administration;
  - Law 013/98/AN of 28 April 1998 on the legal regime applicable to employment and civil servants; and
  - Law 010/98/AN of 21 April 1998 on the conditions for state intervention and on the distribution of competencies between the state and other development actors.
274. Other innovations have added to the reform, in particular the use of new ICT to strengthen administrative governance. Indeed, e-governance is gradually becoming a reality. The innovations include:
- connecting all departments by means of optical fibre;
  - CID;
  - SIGASPE;
  - ASYCUDA;
  - the System for Depositing Funds at the Treasury (SGDF);
  - the system of financial and human resource management for districts (nine installed in districts);

- putting on line the official journal of Burkina Faso and records of the Council of Ministers computerisation of passport management, and the establishment of governmental and ministerial websites; and
  - computerisation of the civil status register in a dozen municipalities.
275. A number of seminars and workshops were organised to enrich the content of the reform and ensure the upgrading of state agents. Moreover, two major conferences on public administration (1993-1994), and several training workshops on the implementation of the reform, were held. The reform also relies on specialised schools designed to support general administration, namely the National School of Administration and Magistracy, the National School of Financial State Control (ENAREF), a health school, a police school, etc. However, it also relies on private initiatives and support centres for capacity building and the enhancement of national expertise, examples being the Commission for the Promotion of National Expertise (COPENA), CAPES and the Network for Knowledge Management in Burkina Faso (RGC-B).
276. Matters such as the recruitment, training, promotion, management and evaluation of civil servants are governed by Law 013-98/AN of 28 April 1998 on the legal regime applicable to jobs and to public servants. This law lays down the basic principle that entry into the civil service must be subject to competition. It provides categorically for criteria for promotion and disciplinary action. The Burkinabe state seems intractable as regards the principles of fairness, equality and transparency when it comes to access to public jobs. On several occasions it has cancelled a competition on account of fraud and begun the competition anew. Furthermore, the CRM notes with satisfaction the existence of a draft decree that provides that the appointment of chief executive officers (CEOs) of national companies will henceforth be made by way of a public bid.
277. Making the state a supreme regulatory actor capable of reforming and modernising the administration for the benefit of users and promoting a culture of good governance seems to be a constant obsession of the government of Burkina Faso. Overall, citizens have a good understanding of how public officials should conduct themselves. Despite a few complaints, the majority of those interviewed affirmed that they are well received at city halls and by administrative services. The Burkinabe government has also been trying to adopt a forward-looking stance, for capacity development has a long-term perspective. The national prospective study 'Burkina Faso 2025' introduces prospective culture and its methods in public administration. From this set of reforms and practices, it is clear that Burkina Faso's public administration is today among the first of its kind in Africa.

<b>Box no. 3.7: An example of administrative innovation</b>	
<b>Area</b>	<b>Administrative innovation</b>
Construction of a governmental intranet	The government has initiated the establishment of a governmental intranet covering 45 provinces in order to equip the administration with a modern, infrastructural broadband that can meet its current and future communication needs and allow ICT to be used for improving and diversifying its presentations. To date, any site in the administration located within a 15km radius in the city of Ouagadougou (including schools, colleges and high schools, health centres, police stations, etc.) may henceforth connect on demand to this intranet by means of a very high-speed wireless connection, thereby having access to the internet or to shared applications and to telephone services of the administration.

278. Despite the efforts and progress made, administrative governance still suffers from a lack of efficiency according to stakeholders in the field. The RGAP is an ambitious programme and its strategies are coherent and relevant. However, implementation thereof is still in its initial stages and is fragmented. It needs more time to develop to its full potential and so bear fruit. Obviously, it does not yet have the means to match its ambitions, since it is adversely affected by a shortage of human, material and financial resources. Public administration is being undermined by the lack of logistics and information technology, especially in terms of the SIGASPE, which is designed, among other things, to provide support for decentralisation.
279. Local authorities do not function efficiently as administrations, because the level of participation by people in public affairs is only moderate. The increase in the volume of business does not adapt easily to the inadequacy of resources of all kinds, such as a low level of financial resources, infrastructural under-equipment and scarcity of quality human resources. Local Burkina Faso people are faced with many problems that, according to those interviewed by the CRM, constitute obstacles to the implementation of the decentralisation policy and to the improvement of the quality of services rendered to citizens.
280. Deconcentration is still embryonic and suffers from the difficulty of defining positions. As a result, one finds generally very terse letters of mission and a frequent lack of procedure manuals. For example, the prefect is struggling to find a place in the new territorial division resulting from decentralisation.
281. The compartmentalisation of state structures is another weakness of the government of Burkina Faso. The result is that it is sometimes difficult to

disburse resources for public investment programmes (PIPs). Similarly, coordination and cooperation between departments still needs to be perfected. Furthermore, there is a considerable delay in the process of setting up e-governance. Sites are empty of content and are not regularly updated and, similarly, it is not yet possible to complete forms or to make use of certain online services.

282. There is also institutional instability caused by frequent changes in the divisions of departments and by the mobility of key staff (management staff). Moreover, the reforms have succeeded one another at such breakneck speed that it is not possible to capitalise on their outcomes and assess their impact. The result is a lack of a culture of evaluation of public policies necessary to quantify the cost of administrative performance, and their effectiveness and efficiency.
283. Participants at various meetings repeatedly deplored the confusion between public administration and political power. For example, the political commitment on the part of the top management of the territorial administration has been consistently stressed and has given rise to concerns. The same goes for the establishment of cells of the dominant party in administrative departments. Such a situation, as explained, is a legacy of the period of emergency. Stakeholders deplored the fact that recruitment, promotion and salaries are based on political considerations. They were of the opinion that there is not enough transparency in the recruitment process in the civil service, and the frauds committed in the last round of competitive recruitment in the public administration confirm this. One should rethink the modalities of selection, promotion and enforcement of politicians so as to eliminate cooptation, which is unlikely to provide guaranteed benefits based on ethical criteria.
284. Similarly, stakeholders interviewed by the CRM repeatedly condemned the inefficiency of the Burkinabe administration, which they considered to be due in part to laxity and the low level of salaries. As a result of being unmotivated, agents are, according to those interviewed, frequently absent from their work stations and tend to succumb to the temptation of corruption.
285. Finally, impunity has constantly been denounced by participants in the discussions and by supervisory bodies. Magistrates questioned during meetings of the CRM with the people, for example, deplored the fact that cases of corruption were never forwarded to the courts. Moreover, the poor distribution and management of resources (human, financial and material) were also often deplored by participants.

### **iii. Recommendations of the APR Panel**

286. The APR Panel wishes to make the following recommendations:

- Strengthen the option of an administration based on results that will determine future budget allocations and promote an administrative system based on rewards and merit (government).
- Promote, in partnership with beneficiaries, practices allowing the external evaluation of the capacities and performance of the administrations relating to the policy process, and draw lessons therefrom (government).
- Strengthen the sense of public service and direct it firmly towards the satisfaction of users: online administration, one-stop shops, flexible schedules, setting a deadline for the completion of services, staff training or suitability of staff for handling new technology and new administrative practices, etc. (government).
- Enhance the transparency of recruitment procedures in the civil service (government).
- Make arrangements for the enhancement of the training of officials in the course of employment and for the improvement of their physical working conditions (government, TFPs).
- Ensure the stability of institutions, notably through the adoption of a lasting government scheme, reducing the mobility of key personnel and ensuring the smooth handling of cases by agents (government).
- Fully implement the RGAP throughout the entire public administration by providing a minimum level of budgetary resources and ensuring greater ownership by users (government).

**Objective 6: Tackle corruption in the political world**

**i. Summary of the CSAR**

287. According to the CSAR, corruption is a reality in Burkina Faso, despite the existence of an institutional framework to curb it. Corruption has several causes, among which are ignorance and illiteracy, the decline of patriotism and citizenship, low salaries in the public sector, impunity, influence peddling and abuse of authority. No sector is immune from corruption. Also, corruption is observed at the level of both ordinary agents and high-placed executives.
288. **Incidence of corruption in Burkina Faso.** A polling survey conducted by the CGD in 2006 shows that, during the last election in 2005, 40.4% of those interviewed stated that no candidate or anyone from a political party had offered them anything (food, a T-shirt, an item of clothing or other gift) in exchange for their vote, 17.7% said that they have received gifts once or twice, 17.9% said that they had received them sometimes, 17.1% said they had received them often, and 6.6% said that they had not had such an experience.

What this in effect means is that a total of 41.6%<sup>4</sup> of those polled had experienced corruption.

289. **Incidents of electoral corruption.** According to the CSAR, there are varying levels of such corruption:

- Electoral corruption ahead of elections: if electoral corruption is more noticeable on the day of elections, what must be borne in mind is that it often takes root upstream. It thus occurs either at the time of preparation of electoral lists (fraudulent registration resulting from corruption) or during the pre-election period (manipulation of lists already compiled). Upstream electoral corruption is more discreet and effective, as controls are nonexistent or ineffective.
- Electoral corruption after elections: although only the tip of the iceberg, such corruption can be easily detected by the monitoring mechanisms set in motion on the day of elections and through maximum vigilance (national and international observers). Such corruption can consist in a variety of manoeuvres to ensure that the choice of the voters will truly be based on the gains of corruption.
- Electoral corruption outside any election: electoral corruption is a system that is maintained even in the absence of forthcoming elections. It is, however, less intense in these off-election periods.

290. **Negative consequences of corruption.** For the CSAR, electoral corruption is not only complex and elusive, but also imperils democracy. Electoral corruption creates negative consequences for democracy at several levels:

- It affects the quality of national or local representation: corrupted elections are not conducive to the selection of the best candidates (in terms of quality and motivation). The risk of corruption is so great that honest citizens are reluctant to present themselves for election, since their chances of success are reduced in such a context. The electoral field is then reduced to that of a competition between corrupt candidates. This is the vicious cycle of mediocrity caused by corruption.
- It stains the legitimacy of election consultations and leaders: the elections lose their quality of a democratic mechanism for contesting political power and become a mere instrument of legitimisation of political power fraudulently won. Citizens refrain from voting so as not to support such practices. Leaders lose legitimacy and cannot claim to be the true representatives of the nation. In addition, the people may also suffer at the international level as a result of this lack of legitimacy, the risk being reduced external assistance.

<sup>4</sup> Evidently, the CSAR made a mistake, because the accumulated percentage of people having experienced corruption is not 41.6%, as asserted in the report, but 52.7% (17.7+17.9+17.1).

- It breeds other forms of corruption: representatives elected in corrupt elections will necessarily create a corrupt administration, because they largely control the power of appointment to key positions in the public administration. This administration must thus maintain the system of corruption, either to keep election promises or to prepare in a corrupt way for the next election. Thus corruption feeds corruption.
291. **Strategies for combating corruption.** According to the CSAR, the fight against corruption must be organised around the following strategies:
- Public financing of political parties and electoral campaigns: this should be directed towards ensuring fair competition by providing each political party with minimum financial resources. The modalities of funding, however, vary greatly from one country to another.
  - Control of election expenses: this should consist in the filing, by the competing parties, of a financial report or campaign account tracing the origin of the resources and indicating their destination.
  - Involvement of civil society at different levels: in all countries of the West African subregion, texts relating to elections endeavour to involve CSOs in the electoral process so as to ensure, at an international level, the credibility of the elections of the country concerned. However, many barriers are constantly being erected by governments in order to reduce the effectiveness of these organisations. These barriers occur upstream and downstream and play a fundamental role in the failure to prevent electoral corruption.
- ii. **Conclusions of the CRM**
292. It appears, after consideration of the CSAR, that the CSAR has concentrated its attention more on electoral corruption. However, such corruption is not the only form of corruption that affects the political world. Therefore, the CSAR does not really inform one about the impact of corruption in Burkina. However, meetings on the ground and documentary research have identified corruption as a real scourge in Burkina Faso and something that affects all sectors of national life.
293. ***Incidence of corruption in Burkina Faso.*** A recent study conducted by the CGD (April 2006) on the perception of corruption states: “To understand the perceptions of those interviewed on the degree of probity or alleged involvement of certain personalities in the practice of corruption, the following question was asked: ‘*How far do you think the following are involved in corruption, or you have not heard enough about it to be able to talk in your turn?*’.” Interviewed people could choose the following modalities: ‘*No one, most of them, all, I don’t know/haven’t heard about it*’. If we rely on the responses of those surveyed, no sector seems to be safe from corruption. Only a more or less important minority of the people interviewed asserted that none

of the personalities referred to were corrupt. In this regard, the percentages of those surveyed ranged from 8.1% who said that municipal councillors were not corrupt, to 30.6% who said that teachers and school administrators were not corrupt. If we consider the modality, 'all', the percentages are as follows: tax and customs agents (32.3%), the police and gendarmerie (17.7%), members of government (16.9%), elected municipal councillors (15.8%), local representatives of the state, that is, governors, high commissioners and prefects (15.3%), the president of Burkina Faso and officials of the presidency (14%), members of the National Assembly (13.8%), judges and magistrates (12.7%), health workers (8.7%), and teachers and school administrators (6.6%).

294. If we combine all three modalities, namely '*some of them are corrupt, most of them are corrupt, and all are corrupt*', this results in the following ranking of personalities: tax and customs agents (80.4%), the police and gendarmerie (77.2%), members of the government (71.9%), local representatives of the state, that is, governors, high commissioners and prefects (71.4%), judges and magistrates (70%), members of the National Assembly (68.6%), elected municipal councillors (67%), health workers (64%), the president of Burkina Faso and officials of the presidency (63.5%), and teachers and school administrators (59.7%).
295. In total, and as suggested by the opinion survey, for the majority of the Burkina Faso population, corruption is an evil that is rampant at all levels of political and social life. Thus tax and customs officers, the police and gendarmes, and members of the government occupy the first three ranks. According to the criterion used, municipal councillors could occupy the fourth place. In addition, the survey indicated that, for 44.5% of those surveyed, '*people engage in politics for money*'.
296. According to reports by Transparency International (2005, 2006, 2007), the index of perception of corruption in Burkina Faso declined from 3.4 in 2005 to 3.2 in 2006. In the world ranking, the country moved from 70<sup>th</sup> place out of 158 in 2005 to 79<sup>th</sup> out of 163 in 2006. The decline in the index reflects a continuing increase in corruption in the country. Indeed, from 2006 to 2007, the country became a state with endemic corruption, with a corruption index of 2.9/10 and occupying the 105<sup>th</sup> place out of 189<sup>5</sup>. Transparency International thus ranks Burkina Faso among those countries with systemic corruption.<sup>6</sup>
297. The 2006 RENLAC report on the perception of the incidence of corruption in Burkina Faso states that 95% of polled persons believed that corruption was widespread or pervasive in the country.<sup>7</sup> The manifestations of corruption in Burkina Faso are of several kinds. For example, the survey conducted by the CGD notes that 15.8% of interviewed people said that they had resorted to corrupt practices in order to obtain medication during the preceding year. This

<sup>5</sup> See RENLAC Report, page 13.

<sup>6</sup> See Transparency International Report 2007.

<sup>7</sup> See RENLAC Report 2007, page 25.



percentage rises to 21.4% when it comes to avoiding a problem with the police, is 14.9% for the enrolment of a child in school, and is 24.5% in respect of obtaining an administrative document. More worrying, however, is the response of individuals surveyed (amounting to a cumulative percentage of 52.7%) who said that a candidate or someone from a political party had offered them something (food, a T-shirt, clothing or any other gift) in exchange for their votes.

298. In the administrative sphere, the sectors most affected by corruption (according to the reports of RENLAC covering the period 2000 to 2006) are the sectors of customs, the police/gendarmerie, taxation, justice, health and public administration, town halls and education. However, it must be noted with satisfaction that, although corruption remains a reality, the majority of people interviewed believed that it is both a reprehensible and condemnable act (71.1%).
299. Ultimately, the results of opinion polls, even where they display bias, reflect the perceptions that people have of their political class, their leaders and their government. Such polls therefore call on every citizen to examine his or her conscience and to change his or her behaviour radically, where necessary, so that the republican virtue can be enshrined under the standards and values of governance.

#### **The legal framework for combating corruption**

300. Burkina Faso has acceded to, signed or ratified various instruments relating to corruption, namely: (i) the African Union Convention on the Prevention and Combating of Corruption, ratified on 31 March 2005; (ii) the United Nations Convention against Corruption, ratified on 31 March 2005; (iii) the United Nations Convention against Transnational Organized Crime, ratified in May 2002; (iv) the WAEMU Code of Transparency, adopted in May 2001; (v) the WAEMU Treaty against Money Laundering, adopted in November 2002; (vi) the ECOWAS Convention against Corruption; (vii) the National Policy Document on the Combating of Corruption, adopted by the Council of Ministers on 19 May 2006; (viii) codes of ethics (some of which are currently being adopted) in the areas of general administration, finance, education, health, defence and security forces; and (ix) the declaration on property.
301. In addition, the regulatory framework in the area of prevention or repression can be traced directly or indirectly to various fundamental or basic texts: the constitution, the criminal code, the electoral code, the law on the financing of political parties, the legal regimes applicable to employment and civil servants, the tax code, the customs code, the rules governing the organisation of competition, and the code of advertising.

### **The institutional framework for combating corruption**

#### *State institutions*

302. *The IGE.* Since 1993, the IGE attached to the prime minister's office has been responsible for four core functions: monitoring the observance of laws and regulations that govern the administrative, financial and accounting services in all public agencies and all other agencies invested with a public service mission; evaluating the operational and management quality of services; checking the use of funds and the regularity of operations; and proposing measures to enhance the quality of public administration.
303. *Technical inspections of ministerial departments.* Each ministerial department is subject to a technical inspection of the services responsible for monitoring and supporting the implementation of the policy of the department.
304. *The Audit Office.* The Audit Office is governed by Law 014-2000AN of 16 April 2000. As the supreme court of public financial control, it is entrusted with the following tasks: safeguarding the public heritage and the sincerity of public finances; improving management practices while maintaining transparency; streamlining the activities of the administration and the proper allocation of resources; checking the accounts of the public accountant and penalising mismanagement; and assisting the National Assembly in its function of monitoring the implementation of finance laws.
305. *The CNLF.* Founded in 1994, the body is responsible for organising and coordinating efforts in the fight against fraud; for coordinating the work of different administrative sections involved in the fight against fraud; for proposing a national strategy for combating fraud and ensuring its implementation; for fact finding and prosecution in the courts or settlement using transactional means, and for cases of fraud discovered in the course of these processes; and for creating and operating a national file on fraud.
306. *The CNE.* This committee is an observatory responsible for safeguarding secular and republican values, in accordance with the commitments made by the head of state during the National Day of Forgiveness in March 2001. This committee is composed of three representatives of customary and religious authorities appointed by the presidium of the National Day of Forgiveness, three representatives of the major bodies of state control (Audit Office, IGE and the ombudsman of Burkina Faso), and three persons appointed by the president of Burkina Faso. The committee is expected to make proposals regarding the moralisation of public life and the preservation of citizenship.
307. *The HACLC.* Established in late 2001, this body has been the central element in the fight against corruption. Its mission is, on the one hand, to coordinate the fight against corruption (in which capacity it should propose, to the government, a policy framework and sectoral programmes to fight corruption), and on the other hand, to assist the government in the prevention and

denunciation of, and the fight against, practices resulting in corruption and financial crime within the administration.

308. *The ASCE*. This new structure integrates the functions of the General Finance Inspectorate (IGF), the HACLC and some of the functions of the CNLF. The aims of the new structure are: to control all public services of the state, local governments and public institutions of any national body vested with a public service mission; to ensure observance of laws and regulations that govern the administrative, financial and accounting operation; to study the quality of operations and management services; to propose any measures that would enhance the quality of public administration; to monitor the implementation of the recommendations of the control structures; to set in motion the actions of justice; to ensure the monitoring of the implementation of national policies to combat fraud and corruption; and to coordinate actions within this framework. Its objective is to streamline the supervisory bodies and strengthen their authority and their powers of action.
309. *Parliament*. Article 84 of the constitution enshrines the power of control of governmental action by Parliament. The latter may, for this purpose, establish a commission of inquiry on the conditions specified in the Rules of Procedure of the National Assembly. It must be recognised that the government has the means of extinguishing the parliamentary action, since, according to the provisions of Article 136 of the Rules of Procedure of the National Assembly, as long as the minister of justice is in the process of opening a criminal investigation into any case or matter for which a commission of inquiry should be established, or has already been established, the creation process is considered completed if it is under way and, if the commission has already been established, it is dissolved immediately.
310. Finally, it should be noted that the *High Court of Justice*, as the competent jurisdiction to hear any wrongdoing committed by political officials in the exercise of their duties, has remained inactive so far because it is not effective in this respect.

#### *Civil society*

311. The structures of civil society comprise either specialised agencies established to fight corruption, such as RENLAC, or occasional intervention structures, such as movements of the Association of Human Rights, or trade unions and the media. Established in 1997, RENLAC brings together some 30 CSOs. Its main objective is to work towards the entrenchment of good morality and transparency in the management of affairs.

#### **Efficiency in the fight against corruption**

312. According to the *HACLC*, between 1993 and 2003 the IGF handled 76 cases, and the IGE handled 26 cases. Both institutions have provided the HACLC with the raw material. Thus, the latter dealt with 102 cases. The HACLC selected 40 relevant files, but only 10 were stigmatised in its report (so states a

RENLAC document); the rest of the records showed “some correctable shortcomings”. The HACLC states: “The fact is undeniable; corruption does indeed exist in Burkina Faso. What is most lacking, is the political will to combat the phenomenon.”<sup>8</sup>

313. *The Audit Office*, in its 2003 and 2004 reports on the management of public finances, revealed several malfunctions. It noted that the evidence given by the political parties in control of the use of subsidies granted to them by the state was not satisfactory in its entirety. MPs and ministers were still indebted to the state in the amount of more than CFAF 260 million contracted between 1992 and 2002. As a result of what appears to be increasing complacency on the part of the state, the CNLF emphasises that fraud is not sufficiently punished by the state. According to the coordinator, being a tax evader today is the most restful activity to carry out, and, when a swindler is in fact caught red-handed, he or she just has a small penalty to pay. And, with some interventions, he or she will escape the penalty as if he or she had done nothing. So, when the fraudster is not caught, he or she wins twice. According to the coordinator, as long as the state does not act more harshly with regard to fraud, it will continue.<sup>9</sup>
314. *RENLAC*, for its part, has received 100 cases involving complaints of corruption. Of these, 30% relate to justice. Since *RENLAC* does not have the capacity to take legal action, unless it is directly concerned in a matter, it cannot produce successful results. In order to obtain better results, the network is currently setting up a legal council that will be able to present complaint cases in court. However, some cases of corruption dealt with during 2006 did produce successes, for example: the case of Cinkansé customs, which was denounced by the press; the case of the police station in Saaba, which led to the dismissal of the commissioner; the case of Ouargaye, where the accused gendarme was made to return the funds that had been taken illegally; the case of *l’Ecole Nationale des Enseignants du Primaire* (ENEP) Loumbila, where the general manager was relieved of duty; the case of the prefect of Yako, which resulted in his transfer; or the case of the billions misappropriated from the National Social Security Fund (CNSF), where the government commissioned an audit and dismissed the CEO. However, *RENLAC* has not only denounced malpractices, but it has also worked for the establishment of anti-corruption committees in some jurisdictions and public services.
315. *Stakeholders* whom the CRM met in the field missions confirmed the existence of the phenomenon of corruption and its growth over the years. They also denounced the ineffectiveness of the strategies and actions to fight corruption and have solicited the HACLC to implement a zero-tolerance policy in respect of corruption.

<sup>8</sup> See *RENLAC Report 2005*, page 94.

<sup>9</sup> *RENLAC Report 2007*, page 46.

**Good practice no. 3.3: Anti-corruption committees in the Burkinabe police service**

For RENLAC, an effective strategy for combating corruption is based on the involvement of all government agencies and all levels of responsibility. Therefore, on 8 November 2001, RENLAC held a meeting to consider the theme 'Burkinabe police and corruption'. One of the important outcomes of the meeting was the acceptance by the police of a proposal made by RENLAC to establish committees to fight corruption.

Since this seminar, these anti-corruption committees (CACs) began to be established in the police service. These committees are in fact small, internal administrative structures whose main function consists in monitoring and eliminating malfunctions and illegal practices during the course of daily work. To restore the good image of the administration with regard to its public service mission, these committees have to simultaneously detect the factors favouring corruption and propose downstream solutions and measures to reduce these.

A CAC is a standing group that normally meets at least once every two weeks. There must be a CAC in every service in which the number of staff exceeds five people. In addition, management must recognise and support the existence of a CAC. For this purpose, a group formed by the director-general and the various directors is responsible for monitoring the activities of a CAC. A coordinator has been appointed for this purpose.

316. According to some CSOs, if there is something regarding which the state seems to have made efforts in this regard, "it is the creation of institutions to fight corruption. However, beyond their creation, these institutions do not have enough resources. The lack of independence does not allow them to act effectively on the ground in the fight against corruption". While many circles of society welcome the advent of the ASCE, they are calling, on the other hand, for a "critical redrafting of the National Policy Document on the Combating of Corruption, a more asserted autonomy of the ASCE, the publication of annual reports by the ASCE, and the involvement of Parliament in the fight against corruption."
317. The CNE has, for its part, prepared a draft on ethics to be applied in the fields of education, health, general administration, financial administration, and in the security and defence forces. As already noted in the introduction, the CNE has once again raised the alarm in its last report in 2007. In it, it notes that the politicisation of administrative structures, impunity, corruption, a poor sense of citizenship, and an education crisis are important trends affecting political and social life in Burkina Faso: "Impunity, politicisation, corruption leads to frustration and leads to revolts, which means noncompliance with rules, the rejection of the authority and what it stands for. It is the starting point of indiscipline, and poor sense of citizenship. They replace positive values and other values that are the antithesis of morality such as money and social position. It is through them that the most serious malfunctions and social fractures occur."<sup>10</sup>

<sup>10</sup> Report 2007 of the CNE, page 18.

**iii. Recommendations of the APR Panel**

318. The APR Panel wishes to make the following recommendations:

- Implement a more offensive policy in its powers of control over government action (National Assembly).
- Develop and adopt decrees implementing legislation to fight corruption (government).
- Implement a policy of zero tolerance of corruption by way of the systematic punishment of proven cases (government).
- Implement the provisions of the National Policy Document on the Combating of Corruption in its various components, which are: (i) the *principle of setting the example from the top of the state*; (ii) the improvement of citizens' participation in the fight against corruption; (iii) the enhancement of civic education in schools, universities and professional circles; (iv) the strengthening of the legal system in order to combat corruption through the adoption and implementation of efficient and responsive laws against corruption (a general anti-corruption law, revision of the law on declaring property so as to extend it to all those who occupy a position giving them power over public funds and to make payment orders, commitments and disbursements); (v) the strengthening of the independence of judicial power and the consolidation of supervisory bodies; (vi) capacity building and the strengthening of the efficiency of the public service (the different organs of state should be sensitised to and made aware of ethics and should be made aware of the need to respect public property); and (vii) the strengthening of the separation of powers (government).
- Ensure a sound, fair and virtuous electoral competition (government).

**Objective 7: Promote and protect women's rights**

**i. Summary of the CSAR**

319. The CSAR tries to analyse the different socioeconomic factors that can explain the situation of Burkinabe women today. It clearly acknowledges that women occupy a subordinate place in Burkinabe society because of a number of factors such as education, the traditional perception of power and authority, the tenaciousness of the patriarchal system, etc. Added to these factors is the fact that women are not aware of their rights as acknowledged in various legal instruments.

320. The report attributes the under-representation of women in decision-making bodies solely to the fact that the majority of them (more than 80% of young

girls and women over the age of 15 years) are illiterate, without taking this issue any further. However, it does raise once again issues such as the predominance of traditional representation, obsolete practices and the sexist perception of roles that perpetuate the submission of women and prevent them from exercising their right to citizenship.

321. With a view to reversing the current trend and promoting greater participation of women in society, the report recommends action with regard to those persistent factors blocking participation, and specifically by undertaking a series of actions in three areas: information/sensitisation, education and support/promotion.
- *The provision of information on, or sensitisation with regard to, the rights of the woman* should, according to the report, focus on both men and women, and various communication vectors should be employed in this regard. Such actions should also serve to promote equal participation in the management of public affairs, to promote solidarity among women, and to teach women how to organise themselves. The report insists that there is a need to sensitise the public authorities to ensure effective application of the legal instruments that the country has signed.
  - *The education of girls and the elimination of illiteracy* among women are mentioned as two priority areas of intervention for the advancement of women. The report mentions, in this regard, the national action plan for the education and schooling of girls. It also stresses the need to introduce young people to democratic values and human rights by including these aspects in school and educational programmes.
  - *Assistance, support and promotion* are indispensable in order to empower women financially. Training in management and providing easy access to credit, notably through the FAARF, are two approaches recommended by the CSAR to increase women's economic activities.
322. The report also analyses the very low level of participation of women in the political life of the country and attributes this to multiple obstacles, one of them being the fact that engaging in politics is not considered a 'good activity for a real woman'. Owing to her various responsibilities as both a wife and mother, a woman finds it difficult to overcome the constraints arising from political commitments and therefore rather avoids them. The CSAR invites parties to consider creating political parties for women that will allow women to better organise themselves for participation in the decision-making process.
323. In this regard, the report raises the issue of quotas, indicating that this would ensure more balanced representation of women at all political and administrative levels. However, while indicating that a policy of quotas in state decision-making bodies should be adopted as a transitional measure (for various reasons, according to the report), it invites political parties and CSOs to set quotas for women within their different structures, in electoral lists, etc.

324. The CSAR also calls on political parties to encourage women to stand as independent candidates for political posts in order to reduce gender differences. Furthermore, it calls on women leaders (both elected and others) to strengthen their ties in order to constitute a political force capable of influencing political decisions and choices in the country. The CSAR also stresses the fact that CSOs have a major role to play in sensitising men and in assisting them to better understand the rights of women and the role that women can play in political governance.

**ii. Findings of the CRM**

325. The CRM notes that the CSAR deals with the issue of the situation of women and their rights in a very general and superficial manner that does not reflect the numerous achievements of the Burkinabe woman. The report makes no mention of the acknowledged rights of women or of the instruments that support these rights. Rather, it deals extensively with the measures adopted to educate women on these rights. As presented, the report does not do justice to the considerable efforts and many sacrifices made by the country to ensure the effective promotion of the status and rights of women.

326. However, the CRM notes the political commitment of successive governments for almost two decades in favour of the enhancement of the status of women, who represent more than half of the population. Nevertheless, in spite of the progress and significant achievements registered during the past two decades, the situation remains noticeably difficult for most women at both the social and political levels. Concerning these achievements, the CRM noted a number of institutional and legal measures.

327. **At the institutional level.** This commitment has been expressed in the creation and maintenance of a Ministry for the Promotion of Women that immediately developed a national action plan defining five priority areas of intervention, namely the fight against poverty, the human resource development of women, the protection of women's basic rights, advocacy for the purpose of promoting a positive image of women, and the development of institutional mechanisms responsible for gender issues.

328. The CRM also notes that the government has adopted a national policy paper on women as a response to the persisting inequalities between men and women. This policy is organised around six priority areas, which constitute the major areas of intervention, namely improving the social and legal status of women, promoting the access of women to decision-making posts, promoting the education of women and strengthening their capacities and expertise, promoting the health of the mother and the child, reducing the feminisation of poverty, and enhancing institutional mechanisms.

329. The CRM further notes the efforts aimed at strengthening the Ministry of Women's Affairs. The ministry has created central departments, including the following bodies of note:



- the Commission to Combat Discrimination against Women (CONALDIS), which is in charge of monitoring the effective implementation of the CEDAW and for submitting a report every four years;
  - the Department for the Coordination of Women’s Associations (DCAF), which is in charge of coordinating actions to promote the access of women to the means of production, credit and employment;
  - the Department of Legal Affairs, which is in charge of initiating and implementing information and sensitisation activities regarding respect for, and the exercise of, the basic rights of women and young girls; and
  - the Department for Advocacy and Empowerment.
330. In addition, 13 regional directorates for the advancement of women have been established, as well as other governmental structures such as the National Commission for the Promotion of Women, which is chaired by the prime minister, and the Information, Training and Research-Action Centre on Women (CITRAF). Focal points in charge of gender issues in different departments and institutions have also been established.
331. In addition to these regional and other structures, many associations and NGOs are active in the area of promoting women. Mention should be made here of the Observatory on the Condition of Women Attached to the University (which is a coalition comprising nearly 20 associations working in a network), and of specialised associations such as the Association of Elected Women of Burkina (AFEB) and the Association of Women Jurists of Burkina (AFJ/BF).
332. **At the legal level.** The CRM wishes to stress the existence of a favourable legal environment for women. The code on individuals and the family, which came into force in 1990, constitutes the basic national framework that defines and protects the rights of women. National legislation also comprises provisions regarding these rights. It comprises, first of all, constitutional provisions relating to public liberties; to the equality of all citizens before the law; and to political, economic and socio-cultural rights.
333. The 1991 constitution stipulates, in Article 12, that all Burkinabe without distinction have the right to participate in the management of the affairs of the state and society and that, in that regard, they are voters and are eligible under the conditions provided for by the law. Law 41/96ADP of May 1996 on agricultural and land reorganisation also enshrines equality between men and women in terms of access to land. Moreover, the CRM notes that the laws on decentralisation give women the opportunity to stand for election in decision-making spheres and to elect their local and other representatives.
334. Besides its national texts acknowledging and defending the rights of women, Burkina Faso has ratified basic regional and international texts relating to the rights of women, most notably the UN Charter and the African Charter on

Human and Peoples' Rights, both of which proclaim the equality of rights between men and women. Indeed, Burkina Faso has integrated, into its national legislation, the African Charter on Human and Peoples' Rights, which – in its Articles 2, 3, 4 and 5 – provides for gender equality and the total and equal protection of all before the law (the charter was ratified on 21 September 1984 by Decree 84-253 of 16 November 1984). It has also ratified the Protocol on the Rights of Women in Africa (June 2006) and, in 2007, signed the African Charter on Democracy, Elections and Governance.

335. In addition to this legal and institutional environment conducive to the promotion of the rights of women and to the improvement of the conditions under which they live, the actions of the Burkinabe government have been characterised by several official commitments, including the introduction of the following in particular: an action plan for strengthening the role of women in the development process; a national action plan relating to the access of women to agricultural services; a national action plan with respect to girls' education; a fund for the elimination of illiteracy among women; a support fund for the income-generating activities of women; a fund for women farmers; various mutual benefit banks; etc.
336. What is also worth mentioning is the efficiency of women's houses established by the government in the 20 poor provinces of the country in order to reach a great number of women and teach them a trade, thereby assisting them to improve their situation and that of their families.

**Good practice no. 3.4: Women's houses**

The region of the Mouhoun Loop situated in the centre-west of the country has 724,635 women out of a total population of 1,434,847 inhabitants. Called the basket of Burkina Faso, this region experiences the highest incidence of poverty, which affects 60.4% of the population. Concerned about alleviating the effect of this situation on the women of the region, the authorities have built and furnished six women's houses (one per province) in the region. Each house comprises a sewing room equipped with five sewing machines, a weaving room for five trades, a conference room, an illiteracy-elimination room, a multipurpose training room and an exhibition hall. Although these houses constitute a meeting place for women, they are mostly places that enable women to learn a trade of their choice that, in the short and medium term, can generate an income for them.

The women's house in Dédougou, where the CRM held its forum and met with the authorities and the local population, has managed to train 40 women and girls in dressmaking, weaving and dyeing since 2004. This is a rather meagre result considering the needs of the women of the region. A representative of the Ministry of Women's Affairs whom the CRM met at the time of the forum acknowledged that a lack of resources remains the major obstacle to increasing the number of houses, which are so salutary for the population. The country has 47 women's houses, 42 of which have been built by the Ministry of Women's Affairs.

337. The CRM notes that a multitude of actions have been developed throughout the country by the government with a view to making the work of women easier, thereby enabling them to improve their economic and social situation. In particular, these actions include the acquisition of different types of

equipment and light technologies such as mills, shea-butter presses, grain shellers, motorised pumps, sewing machines, wheelbarrows and carts, etc. Such acquisition has also been accompanied by the introduction of an extremely comprehensive programme for the training of women in the management and maintenance of this equipment.

338. **Efficiency of the measures adopted.** While stressing the importance of the efforts made by Burkina Faso to intensify and consolidate the major achievements made in the area of the advancement of women, the CRM notes that the situation of women still falls short of the expected results and requirements of the integrated social and economic development on which the country has embarked. In fact, problems persist and long-term solutions are required if Burkina Faso wishes to become an emerging country by 2025.
339. Greater efforts therefore need to be made, particularly as regards the exercise by women of their human and legal rights, the protection of women against various forms of violence, the access of women to justice, the participation of women in the decision-making process and in politics, the access of women to education and to health care, the access of women to resources and the means of production, the strengthening of the institutional mechanisms in charge of the advancement of women, and, finally, the strengthening of women's networks and solidarity.
340. With regard to rights, the CRM notes that, despite the popularisation and sensitisation efforts undertaken by the authorities and CSOs, the code on individuals and the family is not well known among both men and women, or is not properly understood by them. The code is not perceived as being the first national source of reference in the sphere of personal status, and this because of the preponderance of customary law and of socio-cultural constraints. The same applies to other national and international instruments. The efficiency of these instruments is therefore hampered by a lack of capacity to own them and make them effective. The lack of implementation texts, persisting high levels of illiteracy, and linguistic barriers (the absence of translations into the national languages) are all factors that also explain why the majority of women and men are ignorant of these rights.
341. The lack of knowledge of these rights of women has resulted in violence in all its forms, and this also constitutes a serious obstacle to the self-fulfilment of the Burkinabe woman. The CRM has been able to obtain several testimonies on the serious attacks suffered by women on their physical and moral integrity. Domestic violence, physical and sexual violence, early and/or forced marriages, harmful traditional practices like genital mutilation, perceptions regarding widowhood, succession duties that are not fulfilled, and so forth, still persist.
342. Sometimes driven away from their marital home, physically abused women are left on their own and vainly look for a reception centre to assist and advise them. Widespread illiteracy, poverty, shame, fear and ancestral perceptions regarding the status of women are all factors that prevent women who are

victims of all forms of violence from reporting such acts of violence and seeking compensation. The CRM observed that, even when they win their cases, women find it difficult to obtain execution of court judgments relating to divorce or inheritance. One of the forms of violence committed against women that was reported to the mission was the chasing away and social banishment of women accused of being witches. Old and chased away from their families because of such accusations, these women roam about without the means of survival. They have no food and housing and consequently search for a Good Samaritan. Such a situation challenges the authorities at both the human and legal levels, with such authorities being expected to take appropriate measures to combat these practices.

343. The CRM also notes that the coexistence of modern law and customary law (the latter being applied by the chiefs and the religious authority, both of which are still powerful), the fact that the justice system is to a certain extent dysfunctional (it is characterised by complex and involved procedures that slow down the dispensing of justice, by a lack of resources, by high costs, by influence peddling and by corruption) and the lack of material resources at the disposal of women all contribute to discouraging the latter from resorting to the courts. As a result, women have to be content with the decisions of customary justice when these are handed down.
344. Highly influenced by the socio-cultural constraints of which they are at times the symbols and depositories, traditional chiefs ignore, or make little use of, the civil code, the penal code and the code of penal procedure. This gives rise to a two-tier justice system that is unfavourable to women and harms their rights, even though such rights are acknowledged by the constitution and by the code on individuals and the family. The CRM noted the activities of CSOs, particularly the AFJ/BF, whose main mission is to popularise the legal texts on women's rights and to educate women on their rights and on the procedures for accessing the justice system. The AFJ/BF is also highly involved in the fight against gender violence and has published a collection of cases of violence recorded in 16 provinces of the country covered by its sensitisation campaign on instruments promoting women's rights. Another form of violence noted by the CRM concerns the practice of excision in respect of girls, a practice that seems to persist despite the provisions of the penal code on the issue and despite the sensitisation campaign conducted by the National Committee on the Fight against Excision, a campaign with which some religious and traditional leaders have associated themselves. The CRM, however, notes the low level of application of the law against genital mutilation, a practice that is harmful to the health of a young girl.
345. As regards the place of women in political governance, the CRM notes the timid participation of women in the different political and administrative spheres and bodies. For example, only 17 women out of a total of 111 MPs sit in Parliament, that is, women have only 15.30% of the seats. There are two female ministers and three female secretaries of state. After the 2007 elections, three women were appointed to the post of governor out of a total of 35

governors. However, their numbers are greater when it comes to heads of city and municipal councils.

**Box no. 3.8: Reasons for the low level of participation of women in decision-making positions**

According to a study published by the Centre for Democratic Governance in Burkina Faso in September 2005, the feminine presence on the political scene is low, and even insignificant. It is men who have the power and who decide on major societal projects. Women are faced with various obstacles, including socio-cultural barriers that confine them to a status of inferiority on the pretext that politics is an unhealthy milieu not recommended for women. This is why many Burkinabe women prefer to invest in the associative milieu, which they find less dangerous. These socio-cultural constraints not only result in a lack of confidence among women and in an inferiority complex, but also in a refusal to become involved. Marked by antagonism and confrontation, the political world is perceived by most women as a man's world. To this obstacle must be added the recurring problem of illiteracy. It should be noted that the illiteracy rate is higher among women than men (88.5% as against 72.9%).

The social and economic status of women has a direct influence on their political participation. The study shows a correlation between the recruitment of candidates for legislative elections and the proportion of women working outside the home or women who have completed their secondary education. The most difficult obstacle for a woman who wants to engage in politics (be eligible) is the lack of financial resources. The study notes that client-centred politics requires financial means that women often do not have.

A third category of obstacles relates to the very nature of the relationships within political parties and to the lack of support for women in their ranks. Women play an important role during election campaigns and as activists, but they receive very few resources from their parties. This is why it is imperative that women organise themselves, mobilise their networks and learn to exchange. They also need to push for the development of adequate mechanisms for increasing their own representation.

346. The CRM notes the feelings of bitterness expressed by the women it met during its tour of the country as regards their low level of participation in political governance. They are very often courted at election time owing to their mobilisation capacity, but are then neglected immediately afterwards. Within their political parties, they are virtually never at the top of a list or leaders. The mission is of the opinion that reviewing the electoral code in order to allow a greater number of independent candidates and opting for a system of quotas for women as a provisional solution could help promote the participation of women in the political life of the country, thereby enhancing the participative nature of the democratic process in which Burkina Faso is engaged.
347. As is indicated in greater detail in Chapter Six on governance and socioeconomic development (objective 5 regarding the promotion of gender equality in all the crucial areas), the CRM has in particular noted the recurrence of the problem of access to resources, especially land. This problem was acknowledged and strongly emphasised by the men and women met during the visits in the country. This indicates the lack of a national gender policy that can translate, in the field, into equality principles as stipulated by

the law and that can inform the policies and programmes of all actors and sectoral ministries.

348. The CRM also notes that the Burkinabe woman plays a definite economic role, but that this is invisible and is not well known in the national budgeting and accounting systems. As a result, a woman still endures numerous forms of discrimination with regard to access to resources, notably land. Often, it is the woman who cultivates the land, but she does not own it, as it belongs to the husband, the family or the clan. Moreover, the complexity of the land-tenure system resulting from the coexistence of modern and traditional systems further penalises women owing to their social position, the socio-cultural constraints that still predominate and existing legal vagueness. Another form of discrimination is the practice of granting land to women in remote or unfertile areas, only for such land to be taken away from them once it becomes more developed and more productive thanks to the labour of women.
349. These inadequacies characterising the promotion of gender equality are reflected in the low gender index (0.291%), which results in Burkina Faso being placed in 143<sup>rd</sup> position. This was also confirmed by the conclusions of the national report prepared in 2005 as part of a framework of pilot studies on the Index of Development and Gender Inequality in Africa (IDISA) conducted in 12 countries, including Burkina Faso. This report highlighted the inadequate attention given to the matter of gender in development policies and programmes; the inadequacy of budgets allocated owing to the fact that they do nothing, or very little, to integrate the gender-specific needs of women; and, finally, the need to reduce gender disparities in the area of access to resources and the reduction of poverty in particular.
350. The CRM insists that the authorities should urgently intervene to reduce the discrimination suffered by women in terms of access to credit, land and social coverage, both in rural and urban areas.

### iii. Recommendations of the APR Panel

351. In the light of the foregoing, the APR Panel wishes to recommend as follows:

#### *To the president of Burkina Faso:*

- Give a fresh boost to the voluntarist policy favourable to women, through which Burkina Faso has set an example for more than two decades, and ensure that the necessary means are provided to accompany the policy.
- Develop the current policy of promoting women into a real national gender policy which systematically integrates the specific needs of women in all sectors of development.
- Provide personal support to this gender policy by attaching the responsible administrative structure directly to the presidency. The efficiency of this

approach has been verified in a number of countries forming part of the Southern African Development Community (SADC).

***To the government:***

- Increase the budget of the Ministry for the Promotion of Women and, thereby, help it to enhance the impact of the women's houses on the national territory and provide institutional support for women's associations.
- Enhance the efficiency of laws for the protection of the rights of women and young girls by putting in place mechanisms for the enforcement and monitoring of these laws.
- Adopt and diligently apply the law on quotas for women.
- Strengthen institutional support for women's associations.
- Require all ministries to appoint 'directions' and provide them with all necessary training and material.
- Encourage the periodic production and dissemination, in the languages of the country, of programmes on the rights of women (radio/television).
- Organise training courses on the rights of women for well-targeted socio-professional groups: judges, registrars, neighbourhood police, mayors and traditional chiefs.
- Allocate more adequate resources to the elimination of illiteracy among women in urban and rural areas.
- Maintain current efforts regarding the generalisation of girls and increase the number of schools/teachers in rural areas.

***CSOs:***

- Maintain the dynamism of women's associations by ensuring that they work more as a network with respect to strong themes that are selected collectively, including (in particular) education, domestic violence and the fight against poverty.

<b>Objective 8: Promote and protect children's rights</b>
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**i. Summary of the CSAR**

352. After ratifying the UN Convention on the Rights of the Child, Burkina Faso started to implement a series of policies and programmes to enhance these

rights. Consequently, a Children's Parliament was created. However, this body is finding it difficult to meet regularly owing to a lack of resources. The rights of the child, states the report, are often treated together with issues relating to disadvantaged or vulnerable categories of persons. The report also refers to testimonies obtained during interviews conducted for the purposes of the present review. These testimonies express concern about the situation of children. According to the report, such situation would seem to require greater interest on the part of the authorities.

353. Touching on the theme of the youth, the CSAR notes that the youth have indicated some loss of interest in the electoral processes and that they do not participate in the decision-making process. The CSAR concludes that employment, security, education, access to business opportunities and access to the new ICTs are still issues of major concern to young people in Burkina Faso.

## ii. Findings of the CRM

354. **Protection of the rights of children.** The CSAR deals with this aspect only very briefly and not exhaustively, despite its importance in the socioeconomic sphere of the country. The report talks tersely about the situation of childhood, which, it states, requires "greater interest on the part of the authorities", without, for that matter, describing this situation or mentioning as an example some of the problems or difficulties experienced by children. Furthermore, the report gives no indication of the nature or magnitude of the needs of children in Burkina Faso and of the resources that can satisfy these needs.
355. In Burkina Faso, the legal basis underlying the issue of child protection comprises two basic texts, namely:
- Article 2 of the constitution, which states that there "shall be prohibited and punishable by law slavery, slavery-like practices, inhuman, cruel, degrading treatments, physical and moral torture, abuse and mistreatment of children and any form of human degradation".
  - Article 5 of the UDHR ratified by Burkina Faso, which states: "No one shall be subjected to torture or to cruel, inhuman or degrading treatment."
356. The basic provisions condemn, in principle, the practice of child trafficking. They have made possible the development or adoption of various and specific legal instruments, upstream and downstream, to combat child trafficking. As such, the legal system of Burkina Faso has domesticated some laws, such as international law, intended to eliminate child trafficking.

### National law

357. The CRM notes that the prohibition of child trafficking, although also based on criminal law and labour law, is based mainly on a legislative text. The laws prohibiting child trafficking include the following:



- Law 38-2003/AN of 27 May 2003 on the definition of child trafficking and on the enforcement of provisions against child trafficking. This law provides for the repression of trafficking in children as an autonomous offence.
  - The penal code (Law 43-96ADP of 13 November 1996), which establishes the rules relating to the physical acts and purposes of trafficking in children. The penalties applicable to child trafficking range from five to 10 years in some cases (Articles 4 and 5) and, in others, a sentence of life imprisonment may be imposed (Article 6).
  - This law also punishes attempted child trafficking (Article 4, 4).
358. The CRM wishes to stress in this regard that there is reason for concern, for, given the extreme severity of the law, a judge may hesitate to impose the penalties or may decide only on a minimum sanction so as not to affect parents who are accomplices.
359. **The code on individuals and the family**, which has been in force since 4 August 1990, protects the rights of children by way of a variety of provisions relating to matters such as parent-child relationships, adoptive filiations, parental authority and the control thereof, guardianship, inheritance, etc.

***International law***

360. Among the legal instruments of international law ratified, or in the process of ratification, by Burkina Faso, there are:
- the Additional Protocol to the UN Convention against Transnational Organized Crime to Prevent, Eliminate and Punish Trafficking in Persons, Especially Women and Children;
  - the UN Convention on the Rights of the Child of 1989, ratified in 1990;
  - the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict (25 May 2000);
  - the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography;
  - the UN Convention for the Suppression of Traffic in Persons and of the Exploitation of the Prostitution of Others;
  - ILO Minimum Age Convention 138 of 1973 on the minimum age for admission to employment; and
  - ILO Worst Forms of Child Labour Convention 182 of 1999 on the prohibition of the worst forms of child labour and immediate action for their elimination.

*At the regional level*

- the African Charter on the Rights and Welfare of the Child of 1990, ratified by Burkina Faso in 1992;
- the MoU on cooperation between Côte d'Ivoire and Burkina Faso in the sphere of cross-border child trafficking; and
- the cooperation agreement against child trafficking between nine countries in the region: Benin, Burkina Faso, Côte d'Ivoire, Guinea, Liberia, Niger, Mali, Nigeria and Togo (27 July 2005).

*At the institutional level*

361. The CRM notes the efforts of the Ministry of Social Action and National Solidarity, which is also mandated to ensure the advancement and protection of children and adolescents. High priority is given to the rights of children to survival, protection and development. To achieve this, the country has adopted a national policy of integrated development of early childhood, which has been merged with the strategic policy framework for the protection of children. These efforts, notes the CRM, support the national policy of the country in terms of schooling and education, with significant progress continuing to be made. For example, gross enrolment rates increased to 60.7% in 2006 as a result of a series of incentives and of the assistance given to parents of school-going children.
362. In Burkina Faso, there are many texts that regulate the creation and functioning of structures for supervising young children. For instance, since 2006, a permanent commission on preschool education and a commission on the granting of authorisations to teach and manage preschool and daycare centres have been established. The CRM also notes the efforts made to implement the national action plan for children with the help of a number of development partners. It is in this context that the Children's Parliament was boosted, after a long period of inactivity, through the organisation of several dozen working meetings with provincial Children's Parliaments. Sensitisation activities with regard to the objectives of the Children's Parliament are regularly undertaken in the various provinces of the country (by way of radio programmes, lectures, films, etc.).
363. The establishment of a national committee to combat the sexual exploitation of children, the development of a national plan of action to combat child trafficking, and the development of a national plan of action to combat the sexual exploitation of children are among measures taken by the government to combat the sexual exploitation of children. The APR Panel also wishes to emphasise the measures taken to ensure effective education on children's rights and the introduction of such rights in the field of education. It expresses its satisfaction regarding the frequency and content of the training and sensitisation courses on children's rights provided by the National School of Administration and Magistracy, the police and the gendarmerie.

364. The mission commends the government for the specific interest shown by it in children in difficulty (street children, child beggars) in terms of both supervision and monitoring. It notes, in this regard, the establishment of a national committee to combat child begging and the development of a strategy to reduce this phenomenon. In the same context, the CRM notes the work done by the different structures of Educational Action for an Open Environment (AEMO) that are located in 10 major cities across the country and which have ensured the training and socioeconomic reintegration of nearly 1,000 children and youths.
365. With regard to orphans and vulnerable children (OVC), the CRM has taken note of the results of the national programme for the care of OVC (the construction of shelters and orphanages, the establishment of the Central Authority for International Adoptions, placements, sponsorship, the adoption of children, educational support, the monitoring of several thousand cases, caring for OVC, etc.)
366. With regard to internal and cross-border child trafficking and sexual exploitation of children, the CRM notes the actions taken to combat these phenomena, phenomena that constitute a real danger for hundreds of thousands of children in Burkina Faso. The CRM includes among these actions the following: the popularisation of texts punishing child trafficking; the production and broadcasting of documentary films; the proliferation of open days on justice; the training of journalists in the phenomenon of child trafficking; the strengthening of the integrated communication plan on combating child trafficking, female genital mutilation and forced marriage in 19 provinces; the building of transit centres; the rehabilitation, through training, of girls who are victims of trafficking; etc.
367. In view of the measures, provisions and actions mentioned above, it should be acknowledged that Burkina Faso has made some progress in the promotion and protection of children's rights. Thanks to the efforts of the government, to local volunteerism and to the support of international organisations and NGOs, the country is trying to combat the tenacious phenomenon of trafficking in children and seems to be achieving encouraging results.
368. The CRM stresses, however, that many thousands of boys and girls in Burkina Faso are still living a difficult childhood. This was verified and highlighted during the various visits and meetings of the mission (comprising forums, field visits, exchanges with local authorities, and meetings with representatives of some NGOs). Indeed, all the evidence collected undoubtedly points to the existence of various problems relating to the situation of children in Burkina Faso, problems that include school dropouts, malnutrition, nonregistration of births, poverty, working at an early age, epidemics and inadequate care, sexual exploitation, drugs, trafficking in children, etc.

**Box no. 3.9: Child trafficking in Burkina Faso**

Burkinabe society is facing problems such as child trafficking and the phenomenon of street children. To cope with this situation, the government has initiated action plans, the implementation of which is under the leadership of the Ministry of Social Action and National Solidarity and the Ministry for the Promotion of Human Rights. Indeed, although child trafficking in sub-Saharan Africa, especially in Burkina Faso, is a recent phenomenon in the media, it seems in fact to be an ancient practice. The factors favouring child trafficking are: the historical causes of migration, the strong demand for cheap child labour, poverty, the search for work, the weakness of the educational system, ignorance of the risks, little resort to justice and the lack of texts, and porous borders. Also, thousands of children are placed in plantations in coastal countries and have to perform work that often exceeds their physical capacities, and in conditions endangering their health. They are badly treated, are ill-fed, receive little or no schooling, suffer sexual violence, etc.

Child trafficking in Burkina Faso attracted national and international attention in March 2000 following the interception of a bus carrying children who had been recruited with the consent of their parents to go to work on plantations in the Ivory Coast for an annual wage of between 75,000 and 85,000 franc. Act No. 038-2003/AN of 27 May 2003 on the definition of child trafficking and on the enforcement of provisions relating to such trafficking provides the following legal definition: child trafficking is deemed to be "any act by which a child is recruited, transported, transferred, or hosted or allowed, either inside or outside the territory of Burkina Faso, by one or more traffickers using threats and intimidation by force or other forms of coercion, embezzlement, fraud or lies, abuse of power or exploitation of the vulnerability of a child, or in the case of offer or receipt of compensation in order to obtain the consent of a person having power to control it for purposes of economic, sexual exploitation, illegal adoption, early or forced marriage, or for any other purpose prejudicial to the physical, mental health, and well-being of the child". The age of the child thus exploited is between 0 and 18 years. All regions of the country are covered, and the trafficking is either internally or to other countries: Côte d'Ivoire, Mali, Togo, Nigeria and non-African countries.

Since 2000, several hundred children have been intercepted, repatriated and taken care of by the competent authorities, but these figures do not point to the extent of the phenomenon.

(Source: ADB/UNDP, July 2005, Burkina Faso, Report on the governance profile of the country.)

369. However, the legal provisions aimed at ensuring the legal protection of children and their rights are little known and are poorly enforced. The inadequacy of these provisions, the lack of material and human resources that could guarantee their implementation, the lack of follow-up, and difficult and costly access to justice are many of the reasons that explain the lack of effectiveness in guaranteeing the rights of the child and the persistence of the above-mentioned problems.
370. The CRM also notes the inadequacy of the institutional arrangements for the protection and supervision of children, an inadequacy that is mainly due to the lack of budgetary resources, to a lack of qualified personnel and to the lack of a strategy of sustained coordination among the various stakeholders. The CRM strongly draws attention to the inefficient system of registering births throughout the country, which can give rise to abuses of all kinds (falsification

of identity documents, false declarations regarding the age of children applying for work or of girls who are to marry, etc.).

371. Moreover, it has been noted that the tremendous progress made in terms of the education of girls and boys seems to be threatened by a lack of infrastructure and of teaching staff, something that is likely to discourage parents and eventually cause them to withdraw their children, especially girls, from school. Girls remain exposed to various harmful practices, including female genital mutilation, despite laws forbidding such practices. What should be pointed out in this regard are the efforts being made by the Ministry of Social Action and National Solidarity to reduce the prevalence of these practices. The efforts being made are concretised by way of various activities embracing training and raising awareness (with traditional leaders also being associated herewith), deterrence and punitive measures (through special patrols, as well as the judicial monitoring of issues relating to female genital mutilation), the rehabilitation of victims, and capacity building with regard to structures of control and care.
372. In most of the regions visited, stakeholders stressed and condemned persistent practices such as early or forced marriages, violence and the sexual exploitation of girls. These were acknowledged to be real problems that require more sustained action, as well as sensitisation and dissuasion campaigns/more systematic sanctions. One of the practices that is still widespread in certain cultural spheres of Burkina Faso is to be found in the mythical beliefs regarding certain children who, at birth, are seen as a bad omen or as the curse of the spirits. As a result of these beliefs, the families concerned try to get rid of, or even kill, children who are twins, are deformed or are albinos.

**Good practice no. 3.5: When the authorities are an example to follow!**

In the region of Kaya, located in the north-central part of the country, a female student, whose family wanted to withdraw her from school and force her to marry, requested assistance from the authorities. The intervention of the governor of the region (a woman) was crucial in convincing the family of the student not to take such action. As a result, the student was able, thanks to the sponsorship of the governor, to pursue her studies and to successfully begin a graduate course. According to the regional director of the *Cascades* police, who related this story to the CRM, trafficking in girls is also a widespread and disturbing phenomenon. The best way to combat this kind of trafficking would be to implement income-generating activities in the villages of origin of these girls and to educate them.

373. The CRM was also interested in the situation of children in apprenticeship and noted that they are exposed to various forms of abuse and exploitation, despite the laws in force. One example cited repeatedly in the presence of members of the mission is that of the children of ‘Garibous’, the name given to several hundred, small Koranic schools in the country. These children are often exploited by Koranic teachers, who make them work in their fields during the rainy season without any remuneration. The CRM also learned in this regard

that some Koranic teachers do not hesitate to make the children placed under their protection engage in begging, thereby exposing them to various forms of abuse and humiliation. However, the CRM acknowledges the efforts made by the local police to educate parents and to encourage them to denounce such practices.

#### **The youth and its participation in governance**

374. The CRM notes that the vast majority of the population of Burkina Faso is of a young age and that the country has a large and growing population (with the growth rate being 2.9%). This points to the absence of an explicit plan regarding a national population policy. Youths under the age of 15 are estimated to constitute about 48% of the population, while youths aged between 0 and 35 years constitute 67% of the population. This shows the extent to which the youth represent both a challenge and an asset for the Burkina Faso of today.
375. The CRM was able to take stock of the situation in Burkina Faso, which is caught between the ‘hammer’ of demographic challenges and the ‘anvil’ of economic and social development, with one of the priorities being the youth. Fully aware of this situation, successive governments have made a considerable effort to promote the youth, to provide the youth with education and necessary care, and to prepare the youth fully to enter into an active life. The creation of the Ministry of Youth and Employment is indicative of the interest shown by the country in the problem of the youth and their employment. However, the challenges are greater than the sacrifices.
376. What is also worth commending is the degree of perseverance with which the political and administrative authorities in the country are addressing the issue of employment and of the vocational training of young people. Thus, strong action to promote the youth has been taken by providing support for the creation of small and medium enterprises, by increasing the amount of funds for the youth, and by establishing countless advisory and training structures to ensure the appropriate use of these funds (for supporting youth initiatives, vocational training and learning, the informal sector, the promotion of employment and one-stop shops, etc.).
377. It is also important to emphasise in this regard the measures taken by the government to strengthen the training of young people and to improve their employability, including improving the legal and regulatory framework in respect of vocational training, increasing the supply of vocational training, upgrading teacher training, establishing a stable funding mechanism, providing vocational training and learning, etc.
378. However, as is the case everywhere else, the young people of Burkina Faso still face the usual problems such as those relating to education, employment, housing, social mobility and political participation, to mention only a few. The profile of the youth of Burkina Faso, who were present in great numbers during all meetings and visits of the CRM, is that of a group that is becoming

increasingly informed, politicised and ambitious. However, they are becoming more and more frustrated as a result of inadequate resources and because of the opportunities that are just within their grasp.

379. The shortage of, among other things, schools, teachers, academics and university campuses, inadequate education, dropout rates, unemployment (a rate of 18% in the two main cities of Ouagadougou and Bobo-Dioulasso), the use of young people for electoral purposes, and a difficult economic and demographic transition are all factors that cause the Burkinabe youth to be in disarray, since they cannot see a country with promising prospects.
380. During the youth forum held in Ouagadougou, the CRM was able to obtain a very clear idea of all these ills plaguing the Burkinabe youth. This forum enabled young people of all trends and convictions to discuss their problems and to point out the shortcomings that need to be corrected if Burkina Faso wants to become the emerging country it plans to be by the year 2025.
381. Among the actions and proposed solutions listed, the following are, in the opinion of the CRM, the most important: accelerating the adoption of the national youth policy by the National Assembly; making the National Youth Forum and its annual sittings more inclusive and more effective so as to allow the youth greater participation in the decision-making process and to enable them to become more involved in voluntary work; educating young people with regard to plural political life and teaching them to accept differences; reducing the disparities between the urban youth and those living in rural areas; streamlining aid funds and facilitating conditions of access to credit; making training in entrepreneurship and other areas more accessible; encouraging and sustaining self-employment; combating corruption and its impact on young people; encouraging youth clubs and other associations; and enhancing advanced education for girls and building hostels for female students where they can feel safe.
382. Aware of these problems facing the youth in particular, and their implications for the country, the authorities instituted the National Youth Forum, which is an annual meeting between the president of Burkina Faso, the government and the youth of the country. Through this mechanism, the government listens to the youth, and wants to involve the latter in the governance and development process (see Good Practice no. 5.3). The CRM congratulates the authorities for this initiative, which is an example for other African countries.

### iii. Recommendations of the APR Panel

383. Based on the foregoing, the APR Panel wishes to make the following recommendations:

*To the president of Burkina Faso:*

- Create and sustain a presidential fund to assist children in difficulty.

- Institute an annual presidential award to encourage volunteer work aimed at helping children in difficulty.

*To the government:*

- Make the implementation of the legal provisions prohibiting and punishing child trafficking and harmful traditional practices more effective.
- Provide the country with a code on child protection inspired by national texts, as well as by relevant regional and international conventions ratified by the country.
- Combat child begging and strengthen reception and supervision structures for orphans and vulnerable children.
- Consolidate the achievements of the youth and of the National Youth Forum by providing the country with a national youth policy.
- Strengthen education for all, and make effective and enforce free primary education, especially for girls in urban and rural areas.
- Create a multiparty youth commission responsible for preparations for the next National Youth Forum and for the drafting of a declaration containing the priority demands of the youth of Burkina Faso.

**Objective 9: Promote and protect the rights of vulnerable persons, including internally displaced people and refugees**

**i. Summary of the CSAR**

384. The CSAR notes the existence of numerous legislative and institutional measures (starting with Law 10/92/ADP on freedom of association, which enables every individual, including members of vulnerable groups, to create associations to defend and enjoy their rights) taken to promote and protect the rights of vulnerable persons, including internally displaced persons within their own country, refugees and people with disabilities. These measures have been improved and strengthened by way of several projects.
385. The CSAR cites international instruments such as the following relating to disabled persons: the declaration on the rights of the mentally deficient adopted by the UN General Assembly on 20 December 1971; Convention 159 and Recommendation 168 concerning the vocational rehabilitation and employment of disabled persons adopted by the General Conference of the ILO on 20 June 1983; and the rules on the equalisation of opportunities for persons with disabilities adopted by the UN General Assembly on 20 December 1983. These international instruments are complemented by national texts such as: Zatu 86-005/NRC/PRES of 16 January 1986 relating to



social measures in favour of disabled persons in the areas of health, education, public transport, the environment, recreation and taxation; and Act 3/96/ADP of 11 April 1996 on the organisation and development of physical education and sports activities in Burkina Faso through its Articles 10, 11, 12 and 13, which act compels the state to take a number of measures so as to encourage and facilitate the practice of sport by people with disabilities. The CSAR also emphasises that the new education act integrates the educational needs of vulnerable groups under the term 'people with special educational needs' (PBES).

386. At the institutional level, the CSAR mentions the existence of national entities of the state, such as the Ministry of Social Action and National Solidarity, whose mission it is to implement government programmes for vulnerable groups; the Ministry of Labour, which is empowered to combat discrimination in employment based especially on the grounds of disability, illness (especially HIV/AIDS) or nationality; the National Centre for Orthopaedic Apparatus of Burkina Faso, which provides orthopaedic apparatus and functional rehabilitation for the disabled; and the National Council for the Fight against AIDS and Sexually Transmitted Infections (STIs), which supports people living with HIV/AIDS. The CSAR also mentions the presence in the country of international private entities like Handicap International, International Solidarity Action and the Association for Rehabilitation and Reintegration (REMAR), which support the actions of private national organisations, including the Burkinabe Association of the Blind and Visually Impaired People (ABPAM) (and its school), the Association of Parents of Children with Encephalopathy (APEE), the Burkinabe Federation of Associations of Disabled Persons (FEBAPH) and the Burkinabe Association for Sport for Disabled and Socially Maladjusted People (ABUSPHIS), all of which are involved in the promotion and protection of the rights of vulnerable people.
387. As regards refugees, the CSAR points out that Burkina Faso is party to the following international and regional instruments: the 1951 Geneva Convention and its 1967 Protocol on the status of refugees; and the 1969 OAU Convention governing specific aspects of refugee problems in Africa, as well as subsequently enacted national laws. To these instruments are added the national text, namely Zatu An-V-28/FP/PRES of 3 August 1988 establishing the legal regime applicable to the granting of the status of refugee, as well as the implementation texts. At the institutional level, the CSAR notes the role of the UN High Commissioner for Refugees (UNHCR), whose duties are complemented by the National Commission for Refugees (CONAREF), which is in charge of the protection of refugees, and by the National Council for Emergency Assistance and Rehabilitation (CONASUR), which offers emergency assistance to victims of humanitarian crises and natural disasters. As regards projects, the CSAR cites projects for the strengthening of the capacities of refugees in the medium term (through training in computer science, job-searching techniques, plastic art, etc.) and in the long term (through training in masonry, carpentry, welding, etc.), as well as measures that will be taken under the new National Employment Policy (PNE), not only

for the benefit of young people and women, but also for the benefit of other vulnerable social groups, particularly disabled persons, children and migrant workers.

## ii. Findings of the CRM

388. On the basis of the additional documentation obtained during its stay in Burkina Faso, the mission notes with satisfaction the existence of remarkable initiatives such as the establishment of the inter-ministerial committee for the readaptation of, and provision of equal opportunities for, disabled persons; the creation of the National Solidarity Fund; and the organisation each year of a **solidarity month** – all of which contribute to providing some protection for ‘specific groups’. Although the initiatives mentioned are commendable, they are mostly conceived, and perceived, as charitable and benevolent acts, rather than as mandatory interventions by the Burkinabe state with regard to the rights of vulnerable persons and groups by virtue of the international and regional commitments made by the country.
389. While the CRM has indeed been able to list some legal instruments, public and private bodies, and national and multilateral projects to suggest the existence of “many measures taken to promote and protect the rights of vulnerable people”, and while the existence of these instruments, institutions and projects is commended by the CRM, the CRM has, however, not been able to confirm the dynamism and effectiveness of these instruments, entities and projects, either on the basis of the mission’s discussions or its observations during its stay in Burkina Faso. One notable exception in this regard is the alleged success of CONAREF in the temporary reception and transportation to their places of origin of Burkinabe people who returned to the country at the peak of the crisis.
390. Burkina Faso ratified the 1951 Geneva Convention and the 1969 OAU Convention on the status of refugees, conventions that have just been added to the main instruments relating to the protection of human rights to which Burkina Faso is a party. To date, however, Burkina Faso has not yet succeeded in establishing all the indispensable facilities for ensuring the satisfactory protection of refugees in the country. The country has, all the same, intimated for some years now that it will review the relevant texts in order to comply with the requirements of these instruments, which, as regards the protection of refugees, encourage signatory states to adopt legislation domestically that deals with specific aspects of the situation relating to refugees. Burkina Faso also collaborates with the UNHCR with a view to enhancing and improving its entire mechanism for the protection of refugees.
391. Burkinabe society, like other societies, also has various types of disabled persons, including disabled women, children and men. Discussions with stakeholders revealed that disabled persons are often confronted daily by discrimination and marginalisation, which undermine their human dignity. Thus, when it comes to persons whose mobility is impaired, it seems that no

effort is made in practice to facilitate their access to employment, education and training, as well as to public buildings and complexes. This is also true of those with poor vision, who complain that, throughout the country, they are neither able to enjoy their right to education nor the right to political participation through elections.

392. As for the elderly, the incidence of poverty, which is very real throughout the country and is particularly pronounced in regions with high immigration, prevents many aged persons from enjoying the right to a decent life. To this must be added the rapid deterioration of traditional institutions and solidarity mechanisms. Elderly, retired public servants, who are materially far from being better off than other elderly persons, complain about corruption in the public service and about inflation that keeps eating into their pension fund.
393. The harrowing stories related by some participants during the discussions highlight the true vulnerability of women and children on the death of the *pater familias*. In such a case, they are simply denied access to the family heritage, which, in the circumstances and by virtue of certain traditional practices, is managed by the original family. Such vulnerability, it was stated, exists even in cases where the *pater familias* does not die, particularly where there is a polygamous household. In all such cases, adopting a code on individuals and the family, employing sensitisation campaigns, and encouraging the use and issuing of marriage certificates could ultimately contribute to mitigating the risk of vulnerability.
394. The discussions also revealed that there are several kinds of entities in Burkina Faso, each of which endeavours by its actions to meet the needs of vulnerable people. Since there seems to be no national policy or strategic framework dedicated to the realisation of the rights of people belonging to groups previously defined as vulnerable, the outcomes of the actions on the part of these entities are superficial and inadequate, and all of this in a context marked by the nonratification by the country of the Convention on the Rights of Persons with Disabilities.

### iii. Recommendations of the APR Panel

395. In order to enable the various vulnerable groups to fully enjoy their rights, the APR Panel recommends that the government:
- carry out an assessment of the functioning and efficiency of the interventions of CONAREF during the crisis in Côte d'Ivoire;
  - adopt practical measures to ensure that the provisions contained in the education act favouring persons with special educational needs can be implemented;
  - initiate the design, adoption and implementation of a policy favouring the defence and advancement of persons belonging to vulnerable groups;

- take the necessary administrative and regulatory measures to ensure the application of the rights of refugees and displaced persons, of the disabled, of widows and orphans, as well as of other members of vulnerable groups, as enshrined in national laws and in international and regional instruments;
- give greater visibility to the commitment of the state to enabling members of vulnerable groups to enjoy their rights (not charity) so that behaviour change can be initiated together with policy makers and the general public; and
- ratify the Convention on the Rights of Persons with Disabilities.

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## CHAPTER FOUR

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### 4. ECONOMIC GOVERNANCE AND MANAGEMENT

#### 4.1 Introduction: Challenges of economic governance and management

396. **Burkina Faso is a landlocked Sahelian country with few natural resources. This hampers its efforts to build a sustainable developmental economy. However, the country has a remarkable labour force, one that is capable of assisting the country to use its natural limitations as assets for its development.** EGM consequently constitutes a strategic dimension that could assist the country to transform its natural handicaps into additional assets for its development.
397. The economic history of the country falls into two periods. The first one is the colonial period. It was characterised by the dissolution of French West Africa and the creation of Burkina Faso (Upper Volta), to serve as a labour reservoir for developing the coastal colonies, and the immense *Office du Niger*, to meet the needs of the colonial economy. This arrangement affected the country's economy and left it with a heritage that had adverse consequences on its development. The second period is called the post-independence era. This was characterised by building a national economy to serve the country's interests. It began with the reorganisation of economic structures and its modes of governance. In this regard, EGM in the country entailed a number of issues that together constitute major developmental challenges for the present and the future of the country.
398. **First among these challenges is the definition of the Burkina Faso of tomorrow based on a vision of its future.** This vision, which is currently being pursued, is that of *"a nation of unity and solidarity, openness and integration, prosperity and abundance, influence and respect, fulfilment and excellent qualities"*. The first problem is to build consensus around this vision. The vision, which projects Burkina Faso as an emerging country of tomorrow, exists. It is important, but is known only to the authorities and other officials and not to the other segments of Burkinabe society. However, the building of the Burkina Faso of tomorrow concerns everyone and not just the authorities. The other economic and social segments of the country should share the vision, be committed to it and own it, accept their own responsibilities in the building of Burkina Faso and, where necessary, accept the sacrifices that this demands. Furthermore, having a shared and consensual vision is a key ingredient of national cohesion and nation building.
399. The second problem is to convert the vision into strategies, policies and programmes whose concepts are consistent with their implementation plans.

At the moment, the overall strategies, the PRSF, the sectoral strategies and, above all, the presidential programme do not appear to have this consistency. This could seriously impede progress towards achieving the vision. The mission appreciates at its just value the existence of a vision which acts as a compass that guides the construction of the future of the nation. That is why it is necessary for the authorities to transform the PRSF into short and medium-term plans for implementing the vision of Burkina Faso for 2025. The third problem is that of coordination: (i) between the structures and institutions responsible for implementing the various instruments; and (ii) between the structures and institutions and those responsible for spearheading the vision. This does not appear to be sufficiently addressed and could lead to parallel, or unconnected, management methods for implementing the vision.

400. **The second set of issues and challenges relates to achieving high and sustained economic growth, characterised by social, geographic and regional equity in development.** In this regard, the CRM noted that Burkina Faso has achieved an average growth of 6% over a 10-year period. This is a remarkable feat, but not enough to absorb the huge social deficit in terms of distributing the benefits of such growth. The proportion of the population below the poverty line (43%) is exceedingly high, despite efforts by the government in the areas of growth and social transfers.
401. Moreover, there are wide social and geographic disparities in the distribution of the national wealth. The spectacular development of some towns and cities, and the capital in particular, gives the impression that the country has opted for an urban-centred developmental policy in the hope that the development of urban, economic and social infrastructure will promote the development of rural areas. Unfortunately, this has not been the case. Instead, it has led to cumulative social and, especially, regional inequalities.
402. In 1960, the total population of Ouagadougou, the capital, was 60,000 and represented 1% of the country's population. Today, it represents 10%. At this rate it could soon reach 15% or 20%. Urban centres struggle daily to address the problem of high urban growth by seeking appropriate responses to the attendant economic, social and security infrastructural needs. Furthermore, the cities cannot produce an amount of wealth proportionate to their growth. In effect, this means that they have been draining the wealth of the hinterland through various mechanisms. The solution is not to curb urban growth but to counter it by reorganising the economic environment through other policies. In the context of national land use planning, this should entail a multi-polar strategy with several growth poles that are established in a manner that would inject a growth process into the various regions, while ensuring the integration of the national economic space through their basic activities.
403. These cumulative social and geographic inequalities are a potential source of social conflict. It can only be harmful for a country that, unlike many other African countries, has successfully managed the problem of social or socio-cultural diversity. Furthermore, the nature of the growth to be promoted should be based on sectors that are: potential growth areas capable of widening the

country's economic base; sectors that involve the majority of the people; and sectors whose growth exceeds that of the population. Lastly, the overall high growth achieved in the last 10 years was not accompanied by a growth in creating employment. The country must therefore rethink the direction to be taken and how to promote it to ensure sustained growth with equitable development.

404. **The third set of issues or challenges relates to the landlocked nature of the country.** Being landlocked is, by definition, an impediment to development. In the case of Burkina Faso, however, the geographical position of the country, in the centre of the West African region, should rather be seen as an asset for development. Indeed, the central position of Burkina Faso creates opportunities for developing a transit economy, a commercial crossroad, a service economy and, especially, a centre for agricultural and agro-food production in the region. The country already exports some agricultural and livestock produce to countries in the region. The CRM commends the country's achievements in developing a remarkable lean-season cereal production that can supply its neighbours and feed its own agro-industry.
405. Transforming this potential into a developmental asset is a prospect that should take into account what the country is capable of supplying, what it can strategically develop given its vision of its mode of integration into the new economic and social environment of the region, and the potential growth sectors for Burkina Faso. The country should therefore position itself as an emerging economy at the centre of the ECOWAS region despite the disadvantages caused by its landlocked nature, weak natural resources and narrow domestic market. Over and above the WAEMU and ECOWAS integration mechanisms and instruments, the country can develop other mechanisms, like a subregional integration process, for its integration into its immediate vicinity. This will involve initiating projects as part of what are called Trans-border Development Basins (BTDs) to serve neighbouring countries.
406. **The fourth category of challenges/issues relates to the nature of the SHD to be promoted.** For the moment, the country is focusing on the PRSF as its development strategy. Although sectoral policies and strategies of some ministries existed prior to, or outside of, the PRSF process, the government's current guiding principle is to align new versions of the sectoral strategies with the PRSF. This is to ensure better consistency and coordination of policies and their implementation. The CRM commends this effort.
407. However, the PRSF is a new generation of structural adjustment programme (SAP) that highlights the issue of poverty. Yet, sustainable human development cannot merely amount to poverty reduction. The CRM is aware that the burden of manner of implementation of PRSFs, pressing concerns about the benefits provided by the HIPC mechanisms, pressures by TFPs, etc. all prevented the country from signing up to the PRSF process. The challenge today is for the country to define for itself, in the pure Burkinabe tradition of self-adjustment, an authentic SHD strategy and to pursue major sectoral

strategies that would serve as the foundation and components of a sustainable development economy.

408. In this regard, the role of industry in the transformation of economic structures, increased growth in the rural sector (agriculture and livestock rearing) and the broadening of the accumulation base of the economy of the Burkina Faso remains central to this issue. The country should, therefore, define its 'driving' strategy for the industrial sector so as to effectively push it forward towards building an emerging Burkina of tomorrow.
409. **The fifth set of challenges and issues relate to the capacity to mobilise resources.** The country still depends considerably on foreign aid, especially with regard to financial and technical resources. The resources that need to be mobilised are financial, human, and natural and/or environmental. Mobilising human resources is crucial to ensuring ownership, by the people, of the development process and to committing the population to the building of an SHD economy. Moreover, the general perception is that Burkina Faso is a poor country in terms of natural resources, and this is not entirely false. However, the country's mineral wealth appears to be quite significant. Moreover, the wealth of the world of today is based on a country's knowledge and know-how, and on the creative capacity of its economic actors. They make it possible to change the perceptions of 'poor natural resources' into opportunities for creating wealth. Burkina has had experience with new products that it has marketed internationally. Another noteworthy example is solar energy. Similarly, the low rainfall pattern has enabled the country to develop a high capacity for water harnessing. This has made it a shining example for other African countries to emulate.
410. With regard to financial resources, it is true that the country depends on foreign aid and will continue to do so for a long time. The CSAR mentions that ODA helps to finance more than half of its imports, the bulk of public investments and budgetary deficits. Foreign investment is negligible in Burkina Faso. Domestic public investment accounts for 80% of the official developmental aid provided by the OECD countries and multilateral agencies. However, this does not mean that the country should rest comfortably on its laurels. Burkina Faso will have to build its capacities and broaden its bases to mobilise its internal financial resources, and the country should work on attracting direct foreign investments. These are low, despite the country's political stability. At the moment, FDI covers only 1% of the country's financing needs. In managing financial resources, the country should remain vigilant to combat the scourge of corruption, which is crippling EGM, and ensure the productivity and effectiveness of public expenditure.



## 4.2 Ratification and implementation of standards and codes

### i. Summary of the CSAR

411. The CSAR covers only the following codes and standards:
412. **Code of Good Practices on Fiscal Transparency.** The CSAR noted that there are a few legislative and regulatory arrangements in the area of public finances. These are aimed at aligning the country with the financial management mechanisms established by WAEMU. According to the CSAR, significant progress has been made to achieve financial transparency. Legislation has been strengthened and the General Data Dissemination System (GDSS) adopted for the statistical system. This is recognised by partners such as the IMF and the World Bank. However, the report notes that fiscal transparency remains weak. The absence of a code of good conduct is particularly noticeable.
413. **Guidelines for Public Debt Management.** The CSAR noted the guidelines, adopted with the support of the IMF and the World Bank, as well as those relating to the framework on debt policy and public debt management. These guidelines were used to prepare the national policy paper which was being adopted at the time of the publication of the CSAR. The report also indicates that the management of public debt is consistent with the Convergence, Stability, Growth and Solidarity Pact of WAEMU.
414. **International auditing and accounting standards.** It was noted that the country has established accounting and financial control practices and standards consistent with the International Financial Reporting Standards (IFRS) and the International Auditing Standards (IAS). Furthermore, the report states that these standards and practices comply with the legal and regulatory framework of the entire WAEMU and the legal framework of the Organization for the Harmonization of Business Law in Africa (OHADA).
415. **Core Principles for Securities and Insurance Supervision and Regulations.** It was mentioned that the country adhered to the International Conference of Insurance Markets (CIMA) Code in July 1992. The CSAR also noted the main provisions of the policies and programmes that reflect the enforcement of the CIMA Code for the development of the insurance sector. Similarly, an institutional framework was introduced to implement and monitor these principles, notably the general secretariat of CIMA and the Regional Insurance Monitoring Commission (CRCA).
416. However, the CSAR highlights a number of inadequacies. They include the low rate of insurance among the population and noncompliance with insurance obligations. Most of these codes have been analysed in Chapter Five on corporate governance.

## ii. Conclusions of the CRM

417. Burkina Faso has agreed to several regional and international standards and codes to ensure that economic good governance is promoted. However, the CSAR did not provide all the information required by the APRM questionnaire. It should have specified whether legal instruments have been ratified and have analysed all the measures for implementing the standards and codes the country has adhered to. The mission noted that Burkina Faso is evaluating most of the standards and codes. It is being supported by partners like the IMF, the World Bank and the EU, particularly in evaluating the financial sector and as part of public financial management. Consequently, the CSAR should have drawn on the reports of these review missions.

**Table no. 4.1: Status of signature and ratification of standards and codes**

Standards and codes	Signature	Ratification	Internalisation
Constitution of the AU (2000)	12/07/2000	27/02/2001	No specific actions for wide dissemination.
NEPAD Framework Document (2001)	Automatic adherence since 2001	Automatic adherence since October 2001	APRM exercise based on a participatory approach.
Code of Good Practices on Fiscal Transparency	SRFP/BCEAO/ROSC <sup>11</sup>	SRFP/BCEAO/ROSC	Performance assessment of the management of public finances using the PEFA <sup>12</sup> methodology, WAEMU guidelines, SRFP/BCEAO/ROSC.
Guidelines for Public Debt Management	BCEAO	BCEAO	Measures adopted under HIPC and IADM, and adoption of a national policy in January 2008.
International auditing and accounting standards	SYSCOA <sup>13</sup> /BCEAO	SYSCOA/BCEAO	SYSCOA/WAEMU guidelines, SRFP/BCEAO/ROSC.

<sup>11</sup> ROSC: Report on the Observance of Standards and Codes

<sup>12</sup> PEFA: Public Expenditure and Financial Accountability

<sup>13</sup> SYSCOA: West African Accounting System

Standards and codes	Signature	Ratification	Internalisation
Code of Good Practices on Transparency in Monetary and Financial Policies	SRFP/BCEAO/ROSC	SRFP/BCEAO/ROSC	Financial review begun in March 2008.
Core Principles for Systematically Important Payment Systems (2002)	BCEAO/ROSC		BCEAO regulations, BCEAO directives and guidelines; financial review in March 2008.
Core Principles for Effective Banking Supervision	BCEAO/ROSC		Convention on the creation of the Banking Commission; applicable to banks and WAEMU financial establishments (1 January 2000).
Core Principles for Securities and Insurance Supervision and Regulations	BCEAO/ROSC		Evaluation in March 2008.
AU Convention on the Prevention and Combating of Corruption		27 October 2005	

418. **Code of Good Practices on Fiscal Transparency.** The Code of Good Practices on Fiscal Transparency, formulated by the IMF and accepted internationally, can be divided into three groups: (i) the transparency of data, with the Special Data Dissemination Standard (SDDS) of the IMF and its GDDS; (ii) budgetary transparency, with the Code of Good Practices in Public Finance Transparency; and (iii) monetary and financial policy transparency (the IMF Code of Good Practices on Transparency in Monetary and Financial Policies). Many initiatives were undertaken by the authorities to align the country's practices with regional and international standards.
419. With regard to data transparency, the APRM reviewed an IMF's ROSC about statistics modules. It was noted that Burkina Faso has not yet subscribed to the SDDS or the GDDS. ROSC reviewed Burkina Faso's practices in data dissemination, based on the IMF's GDDS guidelines. It also assessed the quality of data and the structures responsible for producing them by referring to the Data Quality Assessment Framework (DQAF) developed by the IMF

statistics department. Similar to macroeconomic statistics, whose concepts and methods are determined by the BCEAO, the latter adopted guidelines to harmonise national accounts and public finance figures. The ROSC recognises the existence of a strategic approach to the development of statistics in Burkina Faso, but its implementation has been beset by inadequacies.

420. With regard to budgetary transparency, the CRM has noted the review of HIPC conducted by the IMF and the World Bank in 2004. It ranked Burkina Faso above average with regard to the quality of the management of public finances. The CRM also noted a study entitled 'Measure of Performance of Public Finance Management', dated April 2007. It is based on the PEFA methodology and is conducted with the assistance of the EU. The PEFA methodology is recognised by the IMF and the World Bank. The study examined public finance management systems, processes and institutions and indicated strengths and weaknesses pertaining to budgetary discipline, the strategic allocation of resources and the efficient delivery of services.
421. The government acted to follow-up on the recommendations of this study. It created a Higher Authority of Government Control (Decree 2007-867/PRES) and the Public Procurement Regulatory Authority, adopted a national anti-corruption policy, and revised the public procurement regulatory framework (Decree 2003-269) to align it to international standards. However, there are persistent irregularities about compliance with rules. These weaknesses should be corrected using the framework of the SRFP.
422. With regard to transparency in monetary and financial affairs, the mission noted that the BCEAO has initiated community programmes aimed at aligning its practices and standards with international codes and standards. With the support of the IMF and BCEAO, Burkina Faso launched a nation-wide Financial Sector Evaluation Programme (PESF) in March 2008. The CRM recognises that the country has made considerable efforts to adopt the standards and good practices for fiscal and budgetary transparency. However, it noted the absence of an information and communication strategy to enable social stakeholders and the citizenry to be familiar with these standards and codes.
423. **Guidelines for Public Debt Management and sustainability.** All the guidelines introduced by the IMF and the World Bank, at the request of the International Monetary and Financial Committee (IMFC), aim at improving the quality of public debt management and reducing the country's vulnerability to both internal and external financial shocks. In addition to efforts made to comply with WAEMU standards, as indicated in the CSAR, the CRM noted that the Public Debt Directorate has installed two reliable software programmes for transparent management, monitoring external debt through a Financial Debt Management and Analysis System (SYGADE), and pro-debt data analysis. The CRM noted tangible progress in the management of public debt. Internal and external arrears are not accumulated and the ratio of outstanding debt to nominal GDP (17.1% in 2007) is controlled. The figure falls far short of the WAEMU criterion of 70%. A national public debt and

public debt management policy was adopted in January 2008. It will help to consolidate the findings.

424. **International principles and standards for payment systems.** The Core Principles for Systematically Important Payment Systems were established under the auspices of the Committee on Payment and Settlement Systems (CSPR) of the Group of Ten (G10) countries and the International Settlement Bank based in Basel, Switzerland. These aim at improving the security and effectiveness of payment systems. WAEMU has agreed to these principles and, after 1999, has introduced reforms to modernise the payment systems of member countries, including Burkina Faso. They are aimed at strengthening the basic infrastructure of the financial system, cutting costs and payment delays, improving the security of financial operations, and promoting new payment instruments in the zone.
425. Regulation 15/2002/CM/UEMOA of the Council of Ministers of 19 September 2002 defines a new mechanism for reforming payment systems and methods dictated by the 10 Core Principles for Systematically Important Payment Systems. It aims to enhance legal security, ensure financial security, guarantee operational security, and enhance effectiveness and regional good governance. These reforms also contain the four dimensions of accountability for central banks that must be enforced.
426. BCEAO launched systems for gross settlement in real time for systemically important payments in 2006. They are the WAEMU Automated Transfer and Settlement System (STAR), and the automatic multilateral clearing system called the WAEMU Automatic Interbank Compensation System (SICA). It also developed an inter-bank card payment system for the whole of the union. It was expected to start operating in 2007.
427. Burkina Faso initiated these reforms in 2006. With the support of the BCEAO, the country conducted a broad-based training, sensitisation and communication campaign on the international principles and standards; on the new legal, institutional and operational framework governing the clearing systems and systemically important payment systems; and on the security settlement systems. This campaign targeted banks, enterprises, public accounts, traders and individuals.
428. The regional exchange compensated operations settlement in the STAR, and the revision of the manual of procedures of the STAR was introduced in 2006. SICA began operations in five countries of the union, including Burkina Faso, in the same year. Inter-bank payments were made using SICA, which was introduced in Burkina Faso on 29 June 2006. The institutions approved by the SICA are the BCEAO, commercial banks, postal services and the Treasury. This arrangement makes for rapid electronic exchanges, via digital images of bank money (checks, transfers and so on), between participants. There is also a decentralised clearance system for calculating the balances of individual account holders. These exchanges begin in the various branches and are passed through the main Ouagadougou head office or the auxiliary branch of

Bobo-Dioulasso. Electronic exchange has been growing gradually. The CRM noted the new payment systems that helped reduce payment periods from 45 to two days, and that modernising the payment systems has been progressing rapidly. It commended the government for these good performances.

429. **Core Principles for Securities and Insurance Supervision and Regulations.** These principles, outlined by the International Association of Insurance Controllers, aim to protect investors; to guarantee equitable, effective and transparent markets; and to reduce systemic risks. The CRM noted the progress made with regard to compliance with standards for the approval of companies and intermediaries, the collection of savings through the establishment of technical reserves, and especially that more than 50% of insurance companies comply with creditworthiness standards.
430. **Accounting and auditing standards.** The International Accounting Standards Board (IASB) is the body responsible for the development of accounting and auditing standards. The IASB made amendments that gave preference to the presentation of accounts based on fair values. The CSAR does not mention that Burkina Faso has aligned itself to the SYSCOA standards, adopted by WAEMU in 1998, and to those of OHADA. It should also have determined whether it conforms to the IFRS and IAS standards. The CRM did not find any study to determine whether these systems conform to the international financial reporting standards, and found that no provision had been made to ensure conformity. The CRM also noted that corporate internal control measures are not applied systematically.
431. **Core Principles for Effective Banking Supervision.** These principles have been formulated by the Basel committee. There are 25 of them and they cover the following areas: the conditions preceding effective supervision, property approval and structure, prudential regulations and requirements, methods of permanent banking supervision, information requirements, the institutional power of prudential authorities, and cross-border banking activity. The banking sector is controlled and supervised by the BCEAO and the Banking Commission in WAEMU countries. Legal and regulatory mechanisms governing the struggle against financing terrorism and money laundering were adopted in July 2007, in line with the new presidential regulations decreed by the WAEMU Council of Ministers.
432. In Burkina Faso, the following decrees serve as boosts to the legal and regulatory mechanism for banking control and supervision: (i) Decree 2006-649/PRES of 29/12/2006, on the promulgation of Law 026-2006/AN of 28 November 2006 relating to the fight against money laundering; and (ii) Decree 2007-449/PRES/PM/MEF/MJ of 18 July 2007 on the creation of CENTIF. However, the latter is not yet operational.
433. **The AU Convention on the Prevention and Combating of Corruption, the UN Convention against Corruption and the ECOWAS Protocol A/P3/12/01 on the Combating of Corruption.** Burkina ratified these conventions on 29 November 2005, 23 June 2006 and 6 June 2006

respectively. The CRM noted that the authorities tried to implement these conventions at the national level by setting up an anti-corruption legal and institutional framework. Indeed, the country has an HACLC and an Audit Court was created in 2002. However, these structures have proved to be ineffective mainly because of weak operating resources and inadequate skills for control. The CRM believes that the new national anti-corruption policy, adopted in May 2006, and the creation of the ASCE will help to remedy the inadequacies of the current institutional framework and the impunity of corruption.

434. With regard to public procurement control and regulation, the CRM noted that the regulatory, technical and financial arrangements that have been aligned with international standards reflect WAEMU guidelines. However, the report on the performance of public finance management has highlighted serious lapses in the application of the regulatory framework on procuring, executing and controlling public tenders.
435. The establishment of a Public Procurement Regulatory Authority, by Decree 2007-243 PRES/PM/MFB of 9 May 2007, and the creation of the ASCE, by Decree 2007-867 of 26 December 2007 promulgating Law 32-2007/AN of 29 November 2007, may help to build capacity in the legal and institutional framework for the mismanagement of public resources and to guarantee that national systems conform to international indicators and standards.
436. **The treaty establishing ECOWAS and the WAEMU conventions.** The meetings organised with stakeholders and additional information gathered by the CRM confirmed that Burkina Faso has signed and ratified treaties and conventions adopted within ECOWAS and WAEMU. These measures cover a set of instruments, conventions and laws. They include:
- The Treaty Establishing the Economic Community of West African States (ECOWAS), adopted in May 1975 and revised in July 1993.
  - The Treaty Establishing the West African Economic and Monetary Union (WAEMU), revised in 1993.
  - The Cooperation Agreement between the French Republic and member countries of WAEMU.
  - The agreement establishing the West African Development Bank (BOAD).
  - The convention on the creation of the Banking Commission (KITI No. XVII/0365/FP/MS of 27 July 1990), amended in January 2000.
  - A set of conventions on STAR and SICA.
  - The law on banking regulation (Law 012/96/ADP of 2 May 1996).

- The Convergence, Stability, Growth and Solidarity Pact signed in February 1999, amended in January 2003 and subsequently amended in March 2006.
  - The convention on the creation of the Regional Council of Public Savings and Financial Markets of 3 July 1996, amended on 2 July 1997.
437. **The AU Constitutive Act and the treaty creating ECOWAS.** Information collected by the CRM showed that the Constitutive Act of the African Union (2000) and the Treaty Establishing the African Economic Community (1991) were signed and ratified by Burkina Faso.
438. **The Convergence, Stability, Growth and Solidarity Pact** comprises standards set up within WAEMU to guarantee the balanced management of public finances. The CRM drew up a table on the status of the criteria for Burkina Faso.

### iii. Recommendations of the APR Panel

439. The APR Panel wishes to make the following recommendations to the relevant Burkinabe authorities:
- Finalise a comprehensive and detailed review for each standard and code identified in the APRM questionnaire. Prepare an action plan, where necessary, specifying measures to be taken to correct the lapses observed, and to ratify as soon as possible standards and codes requiring ratification (government, National Assembly).
  - On transparency in general:
    - o Develop an effective communication, awareness and information strategy to popularise norms and standards using all the available means, including modern tools like new ICT (government).
    - o Develop an information dissemination strategy accessible to the population on the budgetary process, and publish the reports of the Audit Court to enable the citizenry to participate in policy debates and to contribute actively to the formulation, implementation and evaluation of policy instruments (government, decentralised entities).
    - o Implement the recommendations of the CRM on the transparency of the monetary and financial system to improve conformity with norms and standards (government).
    - o Take the necessary steps to undertake reforms aimed at aligning SYSCOA/OHADA accounting standards to IFRS and IAS (government).



- o Pursue institutional capacity building for external control organs and for Parliament through training on programming and budgeting tools, and through the improvement of access to, and dissemination of, information on budget execution (government, National Assembly, justice system).

### 4.3 Assessment of APR objectives

**Objective 1: Promote macroeconomic policies that support sustainable development**

#### i. Summary of the CSAR

440. **Background to the management of the macroeconomic framework.** The CSAR indicates that Burkina Faso has witnessed two major periods of economic policy management: (i) 1960 to 1991, the period of self-adjustment; and (ii) 1991 to date, the period of adjustment assisted by international financial organisations. The first period, especially the revolutionary era (1983-1987), helped to reduce the lifestyle of the government significantly. Notwithstanding certain harmful social consequences, the country saw economic recovery and relative social peace. During the second period, and despite sustained progress at the macroeconomic level, servicing debt became a severe constraint from the 1990s onwards. This compelled the country to adopt its first SAP, with the support of the World Bank, the IMF and other development partners, early in 1991. On the whole, Burkina Faso went through four SAPs. The implementation of these various SAPs, together with the 1994 devaluation, resulted in macroeconomic improvements, particularly in terms of control over the public deficit and inflation.
441. **Macroeconomic progress and sustainable human development.** A combination of factors, both internal and external, enabled the country to record an average annual growth of 4.3% during the 1996 to 2000 period and of 5% in 2008. *Per capita* GDP in constant US dollars (1985) rose from 271.8 in 2000 to 303.1 in 2004. However, according to the CSAR, the results are mixed on a number of indicators. Its HDI, calculated by the UNDP in 1997, was 0.304. It was one of lowest in the world. Furthermore, the incidence of poverty rose slightly between 1994 and 2003. It increased by a further 0.8 points between 1994 and 1998 and by 1.1 point between 1998 and 2003. In order to reduce poverty significantly, Burkina Faso drew up its PRSF1, under the HIPC Initiative, in 2000 for the 2000/2003 period in order to meet the conditions for reaching the completion point in order to qualify for debt relief. PRSF1 was revised in 2003 and a rolling three-year Priority Action Plan (PAP) was adopted for the 2004/2006 period to make the revised PRSF operational.

442. With regard to innovation, the participation of the various stakeholders in the revision of the PRSF was far better than it was in the revision of PRSF1. The same themes were maintained. In contrast, the number of actions and priority sectors were widened and the monitoring/evaluation mechanism significantly improved. Thirteen regional PRSFs were also prepared to take into account the importance of reducing poverty in the regions. Most of the macroeconomic indicators have improved in recent years, particularly with regard to economic growth and inflation.
443. However, the CSAR noted a clear deterioration in the overall budgetary balance (commitment basis), despite the efforts that were made and the clear improvement in the recovery of total revenue. This showed an average annual growth of 12% for the 2000/2004 period and was much higher than the total expenditure of 9.2% for the 2000/2005 period. Managing public finances remains problematic, as was reported in the CAPES study of 2003. This study used the absolute value of the “budgetary deficit over public expenditures” to establish the actual efforts made toward good public management. This indicator rose from 29% in 1985 to 48% in 2002. It reflects a significant deepening of the budgetary deficit during the period.
444. Although developing human capital is one of the major priorities of the government, expenditure on the basic education and health sectors has not really increased despite the nominal growth recorded between 2000 and 2004. The CSAR noted – with figures to support – that, despite the efforts made in the social sectors, social indicators still remain very poor. The report also indicates that the capacity of Burkina Faso to achieve the MDGs is limited. The government therefore set its own objectives, which are less ambitious than those of the MDGs.
445. **Macroeconomic forecasting.** The CSAR noted that the government uses the AFT, a quasi-accounting forecasting model based on national accounts. Its completion is assured by a source/application table that manages sectoral interrelationships. Furthermore, Burkina Faso uses another model for assessing the impact of macroeconomic policies on poverty. This is the Poverty Analysis Macroeconomic Simulator (PAMS) developed by the World Bank.
446. **Sector-based growth and developmental policies.** With regard to the other economic policies, the CSAR indicated that, since the PRSF was formulated, most ministries have developed sector-based programmes. These include ongoing agricultural sector programmes, some of which were formulated prior to the PRSF. There is also the Rural Development Strategy (RDS) for 2015. Its overall objective is to ensure sustained growth in the rural sector, driven by the agriculture and agro-food industry, and the national water and environment policy.
447. Finally, the CSAR noted the achievements of the authorities to mobilise domestic resources and to restructure the banking sector. These have helped to achieve positive development in monetary aggregates and credit.

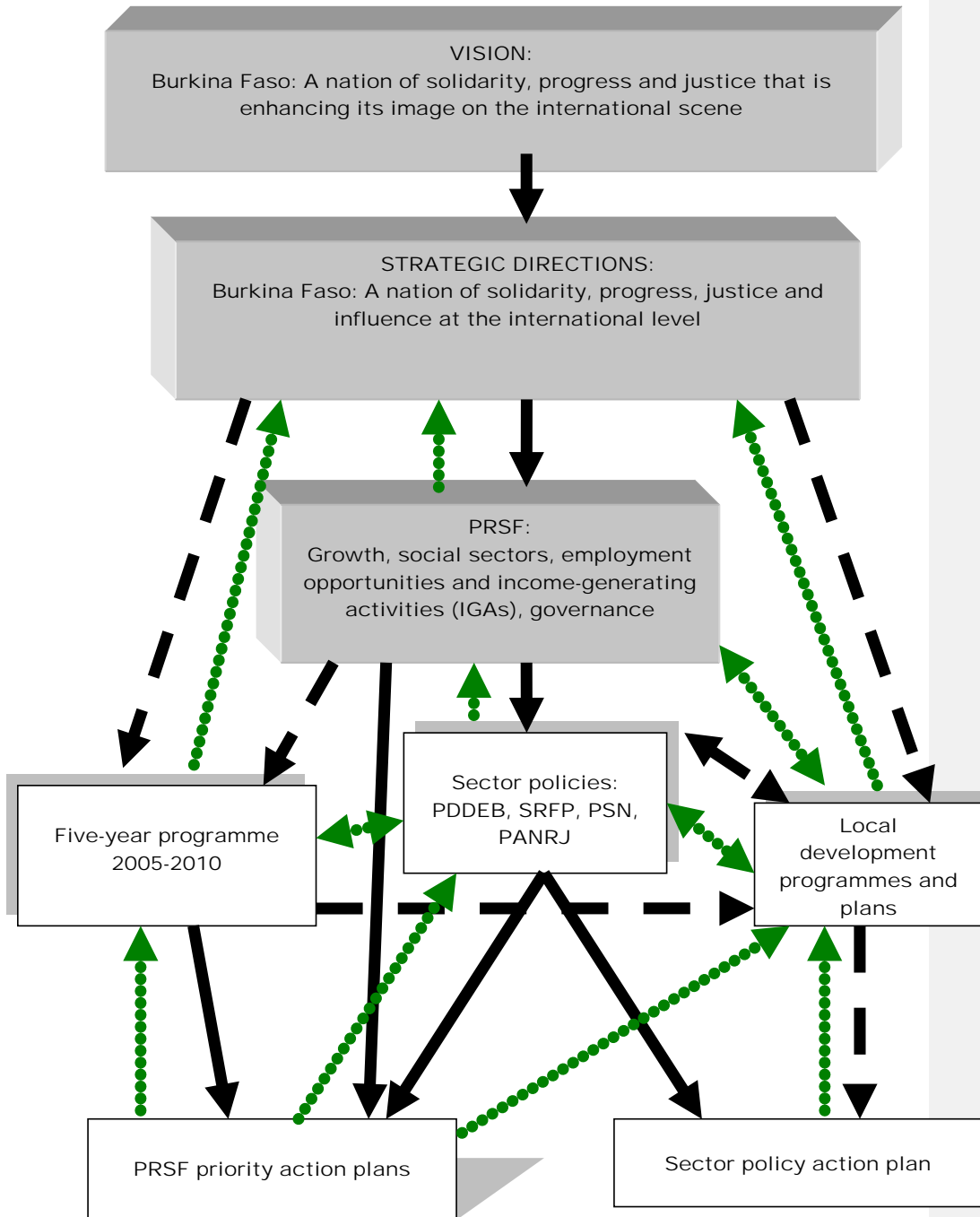
## ii. Conclusions of the CRM

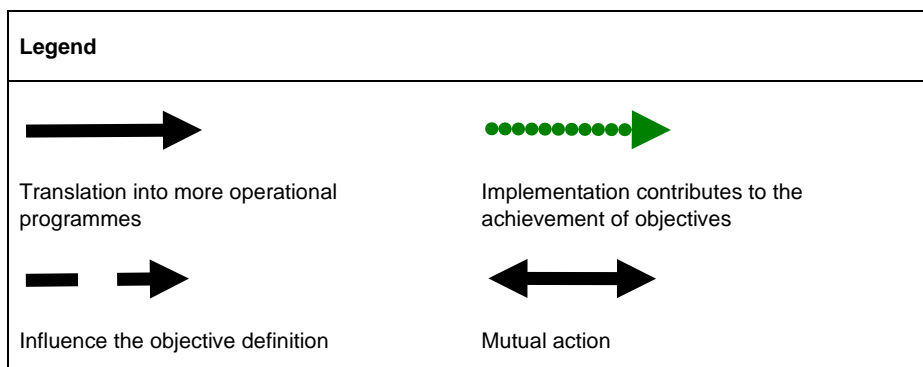
448. **Macroeconomic policies and the Burkina Faso of tomorrow.** Promoting macroeconomic policies that support sustainable development presupposes the existence of an achievable vision of the Burkina Faso of tomorrow, a clear definition of structural transformation that this vision implies, and of policies to implement it effectively. The CSAR indicated that this vision, reflected in the long-term study ‘Burkina Faso 2025’, does exist and can be used for both EGM and macroeconomic policies. It is encapsulated in the words: “a nation of unity and solidarity, openness and integration, prosperity and abundance, influence and respect, development and excellent quality”.
449. The CRM learned that the conclusions of the 2025 study were not officially adopted by the relevant institutions. This means that the vision has been confined only to a few senior authorities and has not been circulated to the other socioeconomic segments of the country. It also means that they do not really own it and cannot use it to guide their aspirations. In short, consensus on the vision is needed.
450. Indeed, the country must convert this vision into coherent strategies and operational programmes (including the presidential programme of 2005/2010) that are mutually sustainable, and define the order in which they should be implemented. The CSAR also indicated that, because the PRSF “is not a substitute for sectoral strategies in each ministry that must follow the logic of governmental priorities”, the relationship between the various versions of the PRSF and the sectoral strategies should be well defined to ensure that they are consistent and can be effectively and efficiently implemented. The CRM noted that the government is committed to ensuring that sectoral strategies are formulated, or updated, within the context of the PRSF. The mission strongly suggests that the different PRSFs should be defined as short or medium-term phases or plans in the construction of this vision.
451. The vision of the Burkina Faso of tomorrow determines the nature of the growth model to be promoted and of the economic policies (macro and sectoral) to be pursued. However, the need for consistency and the coordination this implies are not yet obvious. The government has made commendable efforts to outline its logical framework, shown in Figure no. 4.1 below. It is now a question of transforming it into a real tool for implementing macroeconomic strategies and programmes. Furthermore, the logical framework may fail to reflect the consistency between strategies and programmes that are expected to build the Burkina Faso of 2025.
452. Moreover, the method for managing the implementation of the vision is not clear. It requires a clear definition of the ‘control tower’ function of the process to ensure that tasks are effectively distributed, to oversee the implementation of the vision, and to undertake monitoring and evaluation to record the achievements and failures. The establishment of a Ministry Responsible for Analysis and Long-term Studies, located in the president’s office, may be a step in this direction. However, it seems that its primary

function is planning. Besides, the management of the country's 'development function' is shared between this ministry and that of economy and finance. It is necessary to define a clear and effective oversight role for the various ministries and institutions involved in governance and economic management.

453. Defining and implementing macroeconomic policies to support SHD also depend on the nature of the structural transformation to be conducted in the economic and social domains. It is not merely a matter of pursuing reform policies required by the liberalisation/adjustment/privatisation process. Rather, the vision requires that economic structures, and the relationships between economic sectors, are transformed. This issue is not clearly addressed in the CSAR or in the meetings that the CRM held with various parties.

Figure no. 4.1: Short, medium and long-term developmental strategies





454. It should be noted that the sectoral policies related to the PRSF appear to exist in a few sectors only. These are agriculture and rural development, water, education, health and the environment. This poses some problems. They concern defining the sustainable growth and development that the macroeconomic policies should address in order to promote sustainable human development, the key growth sectors that support sustainable development, their linkages, and coordinating the institutional structures responsible for them.
455. The CSAR rightly pointed to the existence of a “wide social deficit”, despite progress at the macroeconomic level. This shows the inability of the PRSFs to promote sustainable and distributive growth for the poor, and that the progress made in restructuring the macroeconomic framework is not necessarily capable of achieving the results expected in the area of sustainable development. Indeed, it was noted that the incidence of poverty remains relatively high (45.3% in 1998, 46.4% in 2003 and 42.4% in 2005). However, this shows that there has been some progress in the fight against poverty, though the progress has been slow (See Table no. 4.2).

**Table no. 4.2: Trend of poverty indicators**

Indicator	2003	2004	2005	2006	2007
<b>Monetary poverty</b>					
Incidence of poverty (%)	46.4	44.6	4.0	42.1	42.6
Absolute poverty belt (CFAF)	82,672	82,347	87,609	89,712	91,598
Gross national income (GNI) index	0.22	0.22	0.23	0.24	0.2
Per capita GDP (CFAF)	178,496	182,008	189,911	195,022	198,036

Indicator	2003	2004	2005	2006	2007
Per capita GDP (US\$)	287.9	293.6	306.3	314.6	319.4
<b>Human poverty</b>					
Gross enrolment rate (%)	52.2	56.84	60.72	66.55	72.6
Including girls	46.3	51	55.05	61.2	64.8
Rate of vaccination coverage by antigen:					
DPT-Hep-Hb3 (%)	67	88.39	96.29	95	102.4
Measles (%)	-	78.34	84	88	93.86
Rate of childbirth assisted by qualified staff (%)	43.7	33.49	37.67	43	54
Rate of access to drinking water (%)					
Rural	-	-	-	62	-
Urban	-	-	-	75	-

Source: MEF, Status of implementation of the PAP, March 2008.

456. Environmental concerns are addressed in the macroeconomic policies. These remain ineffective, and this can only hamper sustainable development in a Sahelian country. This phenomenon adds to the problems of the vulnerability of the economy. Although the country took the necessary steps to improve the business climate and diversify agricultural production, the vulnerability of the country's economy is a problem that needs to be addressed, particularly in the search for solutions to reduce it.
457. The CSAR recommendations appear to highlight mainly one of the components of macroeconomic aggregates: that of public finance. The analysis of other aggregates helps to assess the efforts made to develop macroeconomic policies in recent years. One of the major achievements of the macroeconomic framework is its stability. This has enabled the country to achieve an annual average growth rate of nearly 6% over the last 10 years (see Table no. 4.3). This laudable performance, however, hides distortions that need to be mentioned. For example, Figure no. 4.2 below indicates a quasi-

stagnant trend in the contributions made by the various sectors of the GDP since the beginning of the decade.

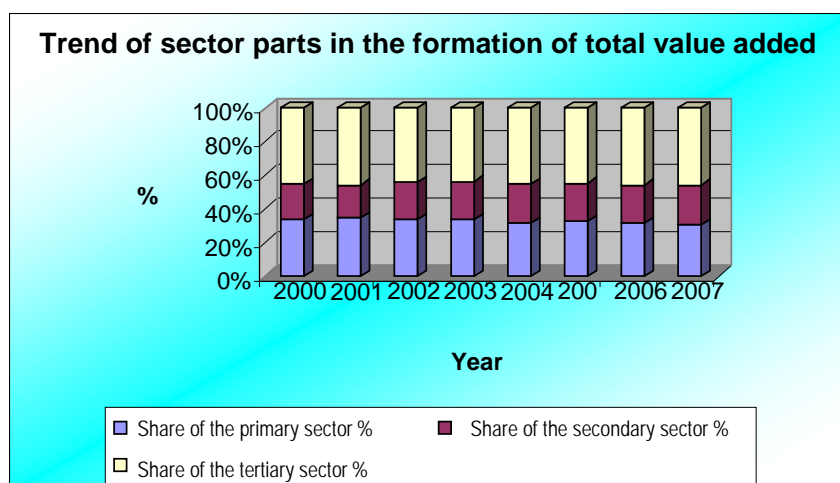
**Table no. 4.3: Trends in sectoral growth rate and actual GDP from 2000 to 2006**

Year	2000	2001	2002	2003	2004	2005	2006	Average (1997-2006)
<b>Primary sector</b>	-3.7%	17.0%	2.7%	10.7%	-2.8%	11.8%	0.3%	5%
<b>Secondary sector</b>	1.3%	-9.0%	15.0%	9.3%	9.3%	6.7%	5.5%	10%
<b>Tertiary sector</b>	10.1%	8.0%	1.4%	6.9%	6.5%	4.6%	6.2%	5.4%
<b>Actual GDP</b>	1.8%	6.6%	4.7%	8.0%	4.6%	7.1%	5.5%	5.6%

Source: Ministry of Economy and Finance/Department of Economy and Planning, Department of Macroeconomic Forecast and Analysis, October 2007.

458. This indicates that the structural transformation of the Burkinabe economy has been very slow, and maybe even nonexistent. Given that 80% of the country's population lives in rural areas and produces barely 25% of the national wealth, this means that, even if the government adopts a macroeconomic policy to redistribute wealth through social transfers, it can hardly result in a rapid improvement of the living conditions of the people. This is one of the reasons for the paradox of the current 'great social deficit'. The weak structural transformation of the Burkina Faso economy has also been highlighted in Figure no. 4.2 below.



**Figure no. 4.2: Sectoral contributions to the formation of total value added**

Source: IAP, DGEP, March 2008.

459. **With regard to the contributions of sectors to the economic growth rate,** growth in the primary sector (food and cash-crop agriculture, livestock rearing and silviculture) has been slow with an annual average of 1.4%. This is far below the population growth rate (see Table no. 4.4 below). A study by the Forecast and Trends Committee of the Ministry of Economy and Finance confirms that “the primary sector, that engages nearly 80% of the Burkinabe population, hence the vast majority of the poor, recorded negative growth between 2006 and 2007”. The overall growth rate declined sharply to slightly over 3.2% in 2007, contrary to the 6.5% projected. This therefore raises the problem of the macroeconomic policies that are applied to the productive sectors of the majority of the population and which should increase their productivity and the dividends from their labour. The definition of the economic structures to be transformed should include this reality.

**Table no. 4.4: Sectoral contribution to GDP growth (in percentages from 2003 to 2007)**

	2003	2004	2005	2006	2007
<b>PRIMARY SECTOR</b>	<b>3.3%</b>	<b>-0.9%</b>	<b>3.5%</b>	<b>1.3%</b>	<b>-0.1%</b>
Agriculture (food crops)	-2.4%	-2.0%	2.6%	0.6%	0.85%
Agriculture (cash)	0.4%	0.7%	0.2%	0.2%	-1.14%
Livestock	5.2%	0.3%	0.6%	0.3%	0.32%

	2003	2004	2005	2006	2007
Silviculture	0.1%	0.1%	0.1%	0.1%	0.12%
Fisheries	0.0%	0.0%	0.0%	0.0%	0.01%
<b>SECONDARY SECTOR</b>	<b>2.0%</b>	<b>2.1%</b>	<b>1.7%</b>	<b>1.5%</b>	<b>1.8%</b>
Extractive industries	0.1%	0.1%	0.1%	0.0%	0.55%
Modern beverages and tobacco	0.1%	0.0%	0.2%	0.0%	-0.06%
Cotton ginning	0.6%	0.4%	-0.7%	0.0%	-0.63%
Electricity, gas and water	0.8%	-0.4%	0.5%	0.1%	0.27%
Other modern manufacturing industries	0.7%	0.4%	-0.1%	-0.1%	1.08%
Informal manufacturing industries	-0.7%	0.7%	1.4%	0.8%	0.07%
Construction works	0.5%	0.9%	0.3%	0.7%	0.52%
<b>TERTIARY SECTOR</b>	<b>2.9%</b>	<b>2.7%</b>	<b>1.7%</b>	<b>2.6%</b>	<b>1.5%</b>
<i>TRADABLE SERVICES</i>	<i>1.9%</i>	<i>2.9%</i>	<i>1.2%</i>	<i>2.0%</i>	<i>0.89%</i>
Trade	0.8%	0.8%	0.4%	0.4%	0.11%
Transport	0.1%	0.3%	0.1%	0.2%	0.20%
Posts and telecommunications	0.1%	0.2%	0.1%	0.1%	0.02%
Financial services	0.1%	0.2%	0.1%	0.2%	0.01%
Other tradable services	0.7%	1.3%	0.6%	1.1%	0.55%
<i>NON-TRADABLE SERVICES</i>	<i>1.0%</i>	<i>-0.2%</i>	<i>0.5%</i>	<i>0.6%</i>	<i>0.64%</i>

Source: MEF/DGEP/DPAM, February 2008.

460. With regard to **investments**, Burkina Faso has made remarkable strides. The GFCF grew by an annual average of 9% over the last decade (MEF) and public investments rose sharply from CFAF 171.4 billion in 2001 to CFAF 472.8 billion in 2007. Internally-financed resources increased from CFAF 52.5 billion to CFAF 150.9 for the same period. This indicates that the weight of external financing is still highly significant.
461. With regard to **public finance**, (see Table no. 4.5), it is noted that the ratio of the basic budgetary balance – excluding grants and HIPC budgetary support – to the nominal GDP is negative. The budget deficit and the balance of public finance are still worrying. However, the CRM commends the country's efforts to stimulate domestic investment and to enhance its capacity to mobilise internal resources, even if the tax ratio (below 13%) falls short of that of the WAEMU convergence criterion (17%), particularly by restructuring the banking system, launching government bonds, issuing Treasury bills to stimulate savings, introducing measures to reduce certain taxes aimed at encouraging private sector promotion, and establishing the National Public Expenditure Monitoring Committee (CODEP) and other committees in charge of the Treasury.
462. The major challenges facing the authorities in this area relate partly to the capacity to widen the tax base, to increase tax returns, and especially to ensure the productivity and effectiveness of public expenditure. Economic growth has hardly improved the living conditions of the people or reduced poverty effectively.
463. The management of macroeconomic policies increasingly entails using computerised tools. This is a commendable effort made by the authorities. Furthermore, the government has undertaken those economic reforms required by the four SAPs, the PRSF and conditions for eligibility to the HIPC facilities in particular. This has resulted in a vast programme to privatise state enterprises (see Chapter Five).
464. With regard to **public debt**, its weight has been less worrying after the country benefited from debt relief derived from the HIPC mechanisms (original and enhanced) and from the multilateral debt relief initiative. The debt relief, as shown in Table no. 4.5 (consolidated operations of central government – TOFE), has pushed down the total outstanding debt from CFAF 1301.8 billion in 2001 (including CFAF 184.9 billion in domestic debt) to CFAF 586.2 billion in 2007 (including CFAF 40 billion in domestic debt). The country has introduced a national public debt and public debt management policy. The objective is to safeguard the sustainability of the debt, taking into account the government's liquidity needs, the costs and risks associated with public debt, budgetary and monetary policies, and the possibilities and prospects for the economy. A National Public Debt Committee (CNDP) has been established to this effect. All depends now on the effectiveness of this structure.
465. The trend in the **balance of payments** is marked by the vulnerability of the country to external shocks that has been affecting it in recent years: the

volatility of cotton prices (the main export commodity), escalation in petroleum prices, and the depreciation of the dollar in relation to the euro. Consequently, the balance of payments has been recording increased deficits. In 2007, the current account deficit, excluding grants, reached 14.8% of GDP compared to a target of 12.6% of GDP. This was caused by an aggravated balance of trade deficit.

466. Without developing an externally-driven economy, as recommended by the advocates of 'total competitiveness on the global market', the country will have to compromise to some extent in order to accelerate the diversification of its economic base and, in particular, its exports, and to broaden the range of external trading partners. The diversification of exports and commercial partners is likely to reduce the vulnerability of the country's economy and increase gains in terms of the balance of payments. The CRM noted that the authorities are aware of this, but that they need to increase their efforts and become more aggressive in the areas of production, to consolidate their position on the export markets that they have already penetrated, and to penetrate new markets. These elements should form part of a policy to revitalise external trade.
467. With regard to **macroeconomic forecasting**, the CRM believes, as does the CSAR, that the AFT, based on the table of inter-sectoral exchanges, is a useful and efficient tool – especially for preparing MTEFs, programme budgets and result-based budgets. However, the CRM was unable to verify this, although the CSAR confirms that MTEFs, among other things, exist. The CSAR, however, confirms that "the use of the programme budget approach is still at the experimental stage, and that the programme budget is facing some inadequacies, especially since it was not sufficiently discussed at the level of the Ministry of Economy and Finance, the National Assembly and the government". Similarly, the CRM shares the analysis of the CSAR about the usefulness and the limitations of these forecast models (including the PAMS), particularly with regard to their static nature and to problems about the updating of parameters and coefficients that require that these instruments be improved to make them more effective and relevant.
468. The CSAR glossed over the issue of **institutional and human capacity**. However, it is obvious that, in a country that has been implementing SAPs and their substitutes for years, the problem of capacity is very significant for EGM. In addition, the nature of the challenges and the methods of response still to be formulated and implemented in this regard have hardly been discussed in the CSAR. Building the human and institutional capacities of EGM is both an objective and a key developmental factor. It is necessary to understand the current situation, the terms in which the problem of capacity is phrased in general, and in relation to EGM in particular, and the relevant national policies.
469. **The vulnerability of the Burkina Faso economy** to internal and external events is another issue of concern, particularly for the macroeconomic policies that support development. These are particularly climatic and environmental

problems; the high level of dependency on cotton exports, whose fixed price on the world market is beyond the country's control; and declining trade. The weak industrial fabric compounds the fragility of the country's economy, in which the primary agricultural sector (agriculture and livestock) is the real base. In view of its role in the country's economic structure, the proportion of the population it engages, and its potential to reduce poverty by increasing the incomes of farmers and stockbreeders, it is in this sector in particular that the foundations of macroeconomic policies should be built to support growth and SHD.

470. The CRM commends the government's efforts to develop agriculture and rural areas and, particularly, to control water usage. These efforts should be pursued even more aggressively. Furthermore, it is necessary to strengthen those activities aimed at increasing productivity by combining both the extensive and intensive forms of growth in this sector and by boosting the returns of the sector's producers. Increasing internal industrial demand for agricultural products and 'industrialising' agriculture and livestock rearing are some of the strategies for promoting macroeconomic policies to support sustainable development. They will contribute to widening the bases of economic growth, distributing its benefits and reducing the vulnerability of the country's economy.
471. One of the challenges of macroeconomic policies is to increase the current growth rate in order to achieve at least 8% annually, to contribute significantly to poverty reduction, and to ensure that growth in the mass-production sectors (agriculture and livestock) achieves rates that exceed population growth. Apart from direct interventions in these sectors, there are also indirect interventions that provide impetus, incentives and support. These are to promote agro-industry, transport infrastructure, market availability and access.
472. To these ends, the CRM noted that, according to stakeholders, the agricultural producer price policy for farmers and stockbreeders is discouraging and can contribute to keeping them poor. Rural producers believe that this policy is designed to favour city dwellers who can easily react by using several strategies, like strikes or street demonstrations, and by keeping production costs for industries low. The rural producers' pricing policy should, therefore, be reviewed to take into account rural production costs and the benefits of growth for the majority of the people.

### iii. Recommendations of the APR Panel

473. This analysis led the APR Panel to recommend the following:
- Assign judiciously responsibilities for guiding the vision of the Burkina of tomorrow under construction, while ensuring the operational coordination within state institutions (government).

- Define the structural transformations to be carried out, in order to build the Burkina Faso of 2025, and consequently the sharing of responsibilities both in government and between government and other national stakeholders so as to ensure high, sustained and inclusive economic growth (government, private sector, CSOs).
- Promote macroeconomic policies that will contribute significantly to increasing the rate of growth in the primary sector by enhancing its productivity and returns and by reviewing the producer price policy in its favour (government).
- Redirect public investment policy to stimulate the emergence of multi-polar growth centres in order to reduce regional disparities, to integrate the national economic environment and to attract a number of private investments (government, decentralised entities).
- Improve instruments and models for macroeconomic forecasting by updating parameters and basic coefficients and by making the models more dynamic (government).
- Implement a programme to strengthen and develop institutional capacity and functional relationships, within and between structures (Parliament, government and administrations) in the area of EGM (government, TFPs, CSOs).
- Strengthen and widen the bases of the national economic fabric to ensure greater solidity and resistance to unforeseeable shocks (government, private sector).

**Objective 2: Implement sound, transparent and predictable government economic policies**

#### **i. Summary of the CSAR**

474. *Transparency and effectiveness of general public administration, financial administrations and Parliament.* The CSAR observed that “the weak administration, its lack of transparency and its ineffectiveness often constitute a major problem of governance”. Consequently, it recommends a number of measures “to render the public administration, the parliamentary system and administration, and tax authorities more effective and transparent”.
475. With regard to general public administration, government has introduced a number of measures since 1998. They are aimed at improving transparency and effectiveness, and include the RGAP and the National Good Governance Plan for the 1998-2003 period. Unfortunately, these measures have not yielded the expected results. Consequently, government introduced the PNBG in 2005 for the 2005/2015 period, which takes into account achievements and lapses.

The CSAR outlines a list of concrete actions that were undertaken to support these measures.

476. At the level of financial administration, measures were taken to ensure greater transparency and efficiency. Government adopted the PRGB and an SRFP, backed by Triennial Sectoral Action Plans (TSAPs) for the 2007/2009 period. The SRFP will strengthen the role of external control institutions, and has been strengthened at the level of the major components of financial administration, namely taxes and customs.
477. At the level of tax administration, multifaceted activities and sectoral plans, supported by the 2007/2015 strategic plan, were aimed at revitalising, modernising and ensuring the efficiency of the administration. In addition, some specific measures were taken to improve the effectiveness (through improving revenue) of the administration, particularly as regards improving earnings performance.
478. With regard to customs, the CSAR noted that the search for transparency also concerns the authorities. Customs are controlled through regular checks internally (via the report of the General Inspectorate of Services) and externally (via the reports of the IGF, the IGE and the Audit Court), by participating actively in annual government/private sector meetings, and by adopting a code of ethics and a code of conduct for customs officers, among others. Furthermore, the Customs Department aims to become effective through its modernisation plan, with computerisation as one of its priorities, with the Automatic Customs System (SYDONIA) and ASYCUDA systems.
479. Parliament has ensured its transparency and effectiveness through a number of measures. These include: ensuring representation of the National Assembly on parliamentary decision-making bodies; introducing a programme to better circulate information among its ranks; establishing information outlets; adopting and implementing a strategic developmental plan (2004/2014); and implementing, for the 2007/2008 period, a capacity-building project to create conditions for an efficient parliamentary administration.
480. Nonetheless, difficulties were encountered in applying all of these reform measures. These difficulties stemmed from the high level of corruption, absenteeism, a lack of public spiritedness and probity, patronage, the lack of accountability of public managers, the lack of control over operating expenses, communication deficits, delays in applying reforms, absence of an equitable tax system, lack of human and material resources, persistent fraud, and complex ways of managing exemption applications.
481. ***Implementing predictable economic policies.*** The CSAR mentioned a number of measures taken to ensure predictable economic policies. These include involving key stakeholders in formulating and implementing economic policies, notably through the PRSF and sectoral strategic plans which include, for their implementation, stakeholders working with the finance services.

However, their involvement has not been systematic. In many cases, it has been only a perfunctory involvement because of the lack of a relevant culture.

482. With regard to the monitoring of economic policies, the CSAR noted that this is carried out through ministerial structures that implement them, as well as through donors in the cases of external financing. Although the economic policy review reports are submitted to government and to the development partners, according to the CSAR, “there is not much social communication with the population regarding the results achieved”. Similarly, “the weak parliamentary controls do not facilitate matters”.
483. ***Coordinating the efforts of various departments.*** There are still challenges to be overcome in implementing sound, transparent and predictable economic policies. Of these, the “most significant aim at the level of collaboration between the ministries and decentralised administrations, and coordination between administrative structures”. Steps have been taken to make collaboration between government departments and decentralised administrations effective as part of the drive for economic policies and programmes at national and local levels. However, the practicality of these local governments has not been satisfactory, although coordination between the ministries and the deconcentrated government services has been satisfactory and is facilitated by the division of the country into regions under the control of governors who serve as effective depositories of the government’s authority in these regions.
484. The considerable efforts made by the country in this area translated into the modification, in 1998, of the process of formulating the finance act through the introduction of a system for streamlining budgetary choices through the Programme Budget (BP) and, in 2000, the MTEF, which recommends moving from an extravagant resources approach to a results-based approach aimed at enhancing the effectiveness of expenditure.
485. The absorptive capacity of the ministries has generally been good, particularly with regard to credits to the government (with the exception of delegated credits because of the lack of control, by decentralised entities in the expenditure chain, and weak external financing caused by a lack of knowledge of procedures). The CSAR condemns the absence of a procedural manual for the execution of government budgets which, for many, constitutes one of the weaknesses of the Credit Delegation Procedure (PDC).

## ii. **Conclusions of the CRM**

486. ***With regard to sound, transparent and predictable economic policies.*** The efforts made by the country to develop a vision (Burkina 2025) are commendable. This vision clearly expresses the will of the country to become an emerging economy. However, formulating it into coherent strategies, policies and programmes – both in terms of their conceptual expression and their implementation – still constitutes a major challenge. At the moment, the



entire strategy of the PRSF, the sectoral strategies and the three-year rolling PAP are based on the need to reduce poverty and on the wishes of the donors.

487. Efforts to modernise administrations (general public and financial) as well as Parliament are ongoing, particularly:
- **At the level of the administration**, in developing the PNBG; streamlining administrative management systems; building the capacity of administrations; searching for sound and transparent managing of public affairs; establishing internal and external control structures; introducing a system of evaluation based on merit; formulating a number of codes of conduct; implementing a governmental policy on the deconcentration of state services; implementing and monitoring/evaluating grass-roots developmental programmes and projects; and promoting ICTs.
  - **At the level of Parliament**, in setting up communication channels within the institution; computerising services; improving information to the public (via the Government Gazette, the website, live coverage of parliamentary debates and so on); guaranteeing that diverse political opinions are represented on decision-making bodies; and building the capacity of the institution through programmes and projects implemented with the support of partners, and others.
488. The Burkina 2025 vision is known to a few authorities only and not to the majority of the people and other developmental stakeholders. This vision can only become a reality if the economic policies build an integrated economy that is aimed at growth and sustainable development, one that is capable of becoming part of a pro-poor regional integration, and one that does more than merely reduce poverty. It is nevertheless reassuring to note that, in its Economic and Development Management Enhancement Policy Presentation Note, the Ministry of Economy and Finance reaffirmed the government's will "to put in place by 2015, a coherent system of steering and managing the economy and development aimed at alleviating poverty". It stressed the need "to undertake the formulation and implementation of the growth and poverty reduction strategies... and management of regional economic integration and globalisation".
489. It is necessary to do more in order to achieve this. The authorities must indicate clearly how the economic policies will reduce poverty (particularly rural poverty), and sustain growth and development. This requires identifying growth potential and development sectors; widening the productive base; diversifying export commodities; and establishing solid linkages between agriculture, industry and handicraft and between urban and rural areas; as well as achieving interregional balance. At this level, the achievements made in planning land use will be extremely important in that they will allow for the construction of potential growth development poles, provided that such poles lead to the development of sufficiently dynamic cities capable of promoting the activities of neighbouring communities and, thereby, ensuring rapid and sustainable local development.

490. The government has acquired the relevant instruments for guaranteeing the effectiveness, transparency and predictability of economic policies. However, the CSAR also indicated, at this level, that the involvement of these stakeholders at the grass-roots level is weak or purely perfunctory. However, as long as they do not feel, or are not aware, that the economic policies will help them to meet their aspirations, it will be difficult for them to identify with them, own them or to use them to plan their own activities. This is partly because of the lack of communication on economic policies at grass-roots levels.
491. Community involvement in formulating developmental programmes or projects is weak or nonexistent. This is particularly true for governmental initiatives, despite the efforts made in recent years to address the issue. The reasons for this lack of involvement include: centralisation of the design process at the national level; illiteracy; and the fact that projects to be implemented in their areas are imposed on them by some partners. However, with the 'regionalisation' of PRSFs and the gradual entrenchment of decentralisation, there is an improvement in the involvement of the representatives of the people. However, it will be necessary to ensure that such representatives convey the aspirations expressed at the grass-roots level accurately, and that they diligently report to the communities the decisions and choices made. In contrast, the involvement of the population during implementation is thought to be satisfactory. However, a notable weak link in the entire process is the monitoring and evaluation phase. The people felt less concerned about this phase of the process because they were not involved, at the outset, in designing developmental programmes and projects for their communities.
492. The mission commends the government for the steps taken to render the administration of customs and taxes sound, transparent and effective. However, according to the CSAR, the administration continues to suffer from a lack of transparency and predictability. It is perceived by the general public, according to the last RENLAC report, to be the most opaque and corrupt administration. This lack of transparency and predictability is, in the final analysis, attributable to weak control – both at the level of the administration and of Parliament (where surveys on the management of public establishments or the government are rare) – and impunity. Audit reports have never been examined nor have they led to sanctions.
493. The situation hampers taking adequate protective or corrective action. It also prevents the meeting of the economic development policy objectives, and undermines the predictability of the policies initiated. In view of this, the government has merged the control bodies into a single unit, the ASCE. It has investigative powers, which the former structures did not have. Such a change of direction is good in principle as it enables the fight against corruption to be coordinated better and to sanction the offenders. However, it can only bear fruit if it is backed by a determination to sanction the offenders and by an effective political will to give this new structure the necessary human and material resources and to assess its effectiveness regularly.

494. Each department is obliged to formulate an annual procurement plan and to submit it to the Ministry of Economy and Finance in January of each year. This move is highly commendable. It will help to prevent expenditure at the end of the year, a practice which is not consistent with the need to pursue sound, transparent and predictable economic policies. This is one of the clear indications of what should be done in many areas to give concrete meaning to the range of measures taken to ensure that the policies are effective and transparent.
495. The CSAR observed that Burkina Faso is one of the WAEMU member countries that tries to comply with the first-level convergence criteria. It has become a firm desire of the authorities to observe community discipline and, thereby, to link the economy to that of other member states for better economic and financial development. This effort, which should be highlighted, confirms the efforts that the political leaders continue to make in order to overcome the challenges of development and of regional economic integration. In this respect, the discussions the mission had with high-level government officials indicated that this objective of a 17% tax ratio is not a priority, since the stated objective is 14%. This admittedly marks progress compared to past performance, which ranges between 11.5% and 12.4%. It is undoubtedly an expression of macroeconomic realism. Even if it can be justified in the short term, it does not prevent the authorities – in view of their commitment to coordinating economic policies with those of WAEMU – from aiming at the higher objective, albeit in the medium term, unless it is unrealistic. It would also be worthwhile to question the relevance of choosing a target that would be difficult for member countries to achieve. It might be better to work at lowering it.
496. The privatisation policy, which is supposed to be part of the process of economic recovery and of consolidating the bases for growth, was considered to be chaotic and bereft of transparency by the unions. They condemned it as corrupt and as favouring the ruling class and the elite. This caused a change from a public to a private monopoly.
497. The unions issued a statement in December 2001: “To implement the privatisation programme, the Burkinabe authorities have adopted a legal framework to govern the process and have put in place an institutional framework responsible for implementing the privatisation programme... The practice and reality are quite different. The privatisation exercise was driven by business interests and the selling-off of national assets. Moreover, many instances of privatisation were carried out in flagrant violation of the law and various relevant instruments”. The authors even condemn “a quasi- Mafioso manner in the conducting of the privatisation programme in violation of laws and regulations and with little regard to the country’s interests”.
498. This total absence of transparency in the privatisation process is likely to make the opaque relationship between government and formal sector enterprises worse. It may encourage deviant practices that prevent enterprises from contributing substantially to government’s budget through taxes. It may also

explain why some enterprises complain about the high tax ratio, compared to the standard set by WAEMU, which was forced on them. Lastly, it can also account for widespread tax fraud.

499. The creation of a fixed tax called 'Informal Sector Contribution' can help combat tax evasion and help increase the tax ratio. Also, it is worth noting that this effort will be pursued for all potential taxpayers.
500. Efforts to modernise administration in general, and financial administration in particular, have been made. However, the latter efforts continue to suffer from major problems. These include administrative red tape, lack of transparency, a bureaucratic management that is not geared towards results, improvisations, corruption, impunity, politicisation and influence peddling. These problems are preventing the building of a developmental administration capable of realising the hope for effectiveness, transparency and predictability.
501. Politicisation of the administration seems to have reached alarming proportions and is a serious handicap to the implementation of sound and transparent economic policies. This makes the fight against corruption an uphill task. However, if measures are taken to assess public servants on merit, to punish senior officers who write whimsical performance appraisals for workers, and also to define positions and profiles in the public administration, its consequences could be mitigated.
502. With regard to sectoral economic policies, no details have been given about the type of agriculture or livestock breeding being promoted by the country as the mainstay of economic development. There is also no information about how these two key developmental areas of the rural sector may be linked. In other words, what is actually being pursued? Is it: (i) agriculture and livestock breeding for the export market; (ii) subsistence farming only to meet domestic needs and to ensure food security; (iii) national industrial agriculture and intensive livestock rearing; or (iv) a combination of all of these?
503. A review of the Rural Development Strategy Document (DSDR), dated January 2004, shows that, under the Agricultural Sector Adjustment Programme (ASAP), policy documents and sectoral strategies were devised between 1995 and 2003. They are relevant to the PRSP adopted by the government in July 2000. These documents include the Strategic Orientation Document for achieving sustainable growth in the agricultural and livestock sectors, the Operational Strategic Plan (OSP) for sustainable growth in the agricultural sector, and the Decentralised Rural Development Policy Letter (LPDRD) adopted by government in December 2002. This is consistent with the vision of regional integration (the ECOWAS Common Agricultural Policy and the WAEMU Agricultural Policy) and falls within the context of globalisation.
504. The strategic objectives stated in the RDS are: (i) to increase, diversify and intensify agricultural, livestock, forestry, wildlife and fishery production; (ii) to strengthen the link between production and the markets; and (iii) to increase

and diversify the sources of revenue. They reflect government's willingness to strengthen the sector. These reforms have, however, reduced the operational capacity and efficiency of the agricultural support and advisory services, decreased the activities of public corporations taken over by ill-prepared operators, and made producer prices unstable.

505. As a result of this strategy, the country made significant progress: agricultural production rose by an average of 6% in real terms for the period 1995 to 2003 (DSDR, 2003, page 70), agricultural yields improved overall, and producers set up several apex organisations. Government also set up institutions for cotton, rice and grains, and established regional chambers of agriculture. In addition, support was mobilised for farmers' or vocational organisations via the National Land Management Programme (PNGT), and local developmental structuring projects to target specific sectors or activities were started.
506. Notwithstanding these gains, there have been a few slippages, hindering some of the activities. These include the lack of clear-cut functions, and problems about skills transfer and financing, for the farmers' organisations; and the low implementation rate of the OSP due to difficulties about raising finance, and constraints like the numerous and varying mechanisms for implementing projects, which are designed and developed without any plans of action for coordination.
507. In the livestock sub-sector, the government adopted the Orientation Note and the Livestock Sector Action Plan and Investment Programme (PAPISE), with clearly defined general objectives. The implementation of PAPISE led to the following outcomes: (i) a sharp drop in dairy imports from 1999 (DSDR, 2003, page 76); (ii) uneven growth, albeit with a rising trend in livestock exports; (iii) the implementation of mechanisms to facilitate livestock breeding conditions; (iv) the preservation of animal health; (v) the intensification of systems for production and increasing the herd; and (vi) the increased professionalism of stakeholders.
508. However, a few weaknesses remain. These are: (i) poor supervision of livestock farmers because of the employment freeze in the civil service; (ii) low finances for the sub-sector; (iii) inadequate public resources allocated to livestock farming (1.5%); and (iv) the absence of a permanent system of measuring, monitoring and evaluating.
509. Research and field visits to 13 regions of the country, in the area of agriculture and livestock, have illustrated the country's rich potential. There are tens of thousands of dams, several agro-pastoral developmental projects and programmes, and hardworking people. It is therefore appropriate to pursue a balanced policy, compared to that which is currently in place, focused on improving the links between these two key sectors.
510. One major challenge for the government was to recognise the importance of industry at a time when the word 'industry' no longer appeared in the names of ministries. This suggests little interest in this sector. This concern is

justified in that industry is described as “the weak link in the national economy” (Ministry of Economy and Finance, June 2007, page 211). Its share of GDP has declined from 27% in 1976 to 19.8% in 2004. The concern is justified especially because the authorities are striving to make Burkina a service country. It is true that they tried to reassure the mission, but the question is whether the omission occurred by chance or by deliberate design.

511. The authorities should consider industrial sector development as the driver of sustainable development. The sector must be included in the priority sectors in order to drive the structural transformation required for more sustained growth and because of the synergy that this sector should have with the agricultural and livestock sectors. This is why redistributing surpluses between these sectors is important and must be seriously considered to create and ensure harmony between them.
512. The informal sector contributed an average 27.6% to GDP between 1985 and 2001 (Ministry of Economy and Finance, 2007). Despite this, there is no clear-cut policy for this sector. Its role seems to be paradoxical, to say the least. The state’s policy for enterprises in the sector has been to compel them to change their status and to impose them on the formal sector without allowing them to bid for public contracts. This practice is not fair to the enterprises and does not encourage them to integrate gradually into the formal sector. This attitude must stem from the hostility shown in most African countries to this important sector. The rationale behind the hostility toward this sector, which employs a large majority of the population, may be questioned. The attitude contrasts sharply with that of the foreign organisations, which often cannot acclimatise to national realities. Indeed, some of these foreign organisations have to resort to informal practices and activities in order to survive. It is therefore necessary to question the yardstick for analysing the various forms of socioeconomic organisations in the country, and to try to remain distant from the patterns that are more suited to the operations of developed countries.

### iii. Recommendations of the APR Panel

513. The APR Panel recommends:

That the state should:

- Implement effectively the results-based regulations by introducing public ‘management’ methods in all public organisations so as to improve the projection, efficiency and transparency of economic policies (government, National Assembly, justice system)
- Review the economic policy for the informal sector by using analytical tools based on the country’s historical and socioeconomic situation (government, private sector, CSOs).

- Formulate an integrated developmental agricultural policy that links agriculture, livestock and industry and that promotes agricultural and livestock processing industries (government, private sector).

That Parliament should:

- Conduct more frequent parliamentary investigations into the management of public administrative institutions or government departments in order to tighten control over the management of general and financial public administration.

That general and financial public administration should:

- Involve people more in the design, implementation and monitoring/evaluation of developmental projects by decentralising the involvement of the population further through an efficient system of social communication on policy activities in the regions (government, decentralised entities).

**Objective 3: Promote sound public finance management**

**i. Summary of the CSAR**

514. The CSAR presented the reforms carried out under PRGB. They focused on the strengths and weaknesses of management functions and the control of resources. It stated that Burkina Faso based its legislation and principles of public finance on WAEMU guidelines.
515. At the institutional and organisational level, the CSAR reviewed audits conducted on key institutions (the Treasury and the Public Accounting Department, the Financial Control Department, the Administration and Finance Department, and the Human Resource Department). They make recommendations to the Ministerial Sector Board of Directors (CASEM) and to the Department of Method and Evaluation Organisation (DOME).
516. With regard to the budget programming and preparation process, the CSAR presented the new tools initiated under the PRSP. These are the programme budgets and MTEF. With regard to budget implementation, the CSAR stated the measures taken to computerise budget and accounting operations in order to promote transparency, accuracy and speed of operations. It also raised the issue of the decision to delegate credits on operational expenditure, an experiment launched in 2007 to support the decentralisation of some divisions of the MTEF. The CSAR partially described the administrative chain for public supplies, which was introduced in 2003, but raised doubts about its efficiency.
517. With regard to the monitoring and internal audit of expenditure, the CSAR listed the structures established, the measures taken and the procedures

followed to ensure better control of the expenditure and financial operations of state corporations (EPEs). The CSAR further noted the poor management of developmental projects and programmes financed by external partners, especially the rising operating costs at the expense of investment expenditure, and reductions in the rates of execution.

518. The report did mention, however, a new law adopted to address these flaws. The law will rely on better monitoring of the PIP and the establishment of a steering committee for each project and programme. The CSAR also analysed the internal audits of budget execution by two control bodies, the IGE and the IGF. These have proved to be inefficient as their recommendations are never implemented. With regard to external audits, the report described the parliamentary and judicial role of the Audit Court. The report states that they are also inefficient despite the reforms introduced to build capacity.
519. With regard to fiscal decentralisation, the CSAR stated that the decentralisation strategy was launched in 1995 and introduced in all the communes in 2006. The report described the measures already taken and those planned by government to provide the communes with the resources needed, and the areas in which skills transfer could take place. There were some obstacles to the efficiency of fiscal decentralisation. They include the weak institutional capacity of the local authorities, which are under-resourced. The report stated further that the regional PRSFs, drawn up three years ago, are good beginnings for combining developmental activities for economic activities at the local level.

## ii. Conclusions of the CRM

520. The budget is the main financial instrument. It reflects the government's short-term policy and therefore its strategies under Burkina Faso's vision for 2025, the achievement of which essentially depends on the sound and transparent management of public finance. The economic reforms launched in the country in 1991 have always focused on improving public finance and transparency in budgetary management to achieve the macroeconomic equilibrium required by the SAPs.
521. **In general**, the CRM noted several reforms initiated by government since 2001 to improve the management of public finance. Indeed, the PRGB was adopted in July 2002. Its objective is to improve the management of expenditure and recovery of income. The reforms included improving the legal framework, building institutional capacity to reflect WAEMU guidelines, and modernising programming and budgeting tools. The CRM welcomed these reforms as they reflect government's readiness to promote the sound and transparent administration of public finances.
522. The mission observed that the impact of these reforms had been analysed under an EU study on measuring the performance of public finance management in Burkina Faso, using the PEFA method, in April 2007. It



highlighted the strengths and weaknesses of the systems, processes and the public finance management institutions. With regard to **institutional** and **organisational** development, information gathered by the mission was used to confirm the CSAR analysis. With regard to the legal framework, a collection of texts was drawn up in 2006 and distributed to budget management stakeholders. With regard to the institutional framework, the legal framework, which determines the organisation of public finance administration, reflects WAEMU guidelines.

523. The CRM commended the government, especially MEF, for the efforts made to organise regular meetings on budget management in the areas of debt, cash and monitoring payment deadlines. This reflects efficiency and transparency. A permanent secretariat for monitoring financial policies and programmes coordinates the implementation of reforms. While integrating financial functions with developmental planning functions may have its benefits, it reduces the ability to design, conduct and coordinate developmental management and promote its tools on bases other than financial ones. This is one weakness that the CRM identified.
524. In terms of budget **programming** and **preparation**, the CRM noted the existence of a study, conducted by an IMF mission in December 2007, on improving budget management. The study described budget programming and management instruments. Macroeconomic forecasts of budget revenue are made using the AFT, which comprises a state financial operations module used to prepare annual revenue and expenditure statements. AFT projections take into account the objectives of the PRSP and are consistent with programme budgets and the MTEF. Forecasting is hampered by the lack of data and by delays by the INSD in publishing warning signals. These shortcomings weaken their credibility in the minds of all the social stakeholders.
525. With regard to finance law, the MTEF and programme budgets need to reflect national policies. Since 2000, Burkina has been preparing an MTEF which links the PRSP with the budget. While the MTEF has become operational, the same cannot be said for the programme budget. It should have replaced the traditional budget in the short-term. However, these tools cannot be used efficiently because of the absence of sectoral policies in certain ministries and low capacity.
526. The draft budget prepared by the government is submitted to the National Assembly, which is given two to three months to analyse and adopt it. However, these instruments are not systematically sent to Parliament to analyse the budget. Only the technical services concerned are well-versed in these tools; the other stakeholders are not. Budget programming and preparation are important exercises which ought to be based on a dynamic participatory approach to enable social stakeholders to influence the budgetary and fiscal choices that meet their aspirations. There is a major challenge to reflect the objectives of the vision in the budget, and to ensure the sound management of public finances in the interest of the people.

527. With regard to **budget implementation**, the CRM inspected information on the reforms carried out for the institutional development of fiscal administration and expenditure, control of expenditure, and broadening of the tax base. The CRM commended government for the efforts made to computerise all budgetary and accounting operations. The results of this exercise are visible in the transparency and speed of operations, even though the process is not yet complete. These efforts include developing an information technology (IT) master plan, introducing computerised tools such as the Integrated Public Accounting System (CIE) and the Integrated Accounting of Local Communities (CICL), and decentralising the CID. This improves transparency in budgetary management, reduces the cost of financial control, and increases service output. Delays at the end of the chain have been reduced, although delays at the beginning are still long.

**Good practice no. 4.1: Computerising the expenditure chain to ensure more transparent management**

Computerising the expenditure chain began in 1991 with the development of the CID. It aimed to accelerate government's expenditure operations and reform its procedures and manuals to make them more efficient and secure. The software was updated in 1996 and complemented by the introduction of the 'budgetary preparation and control' module in 1997.

Today, the expenditure chain is fully computerised from commitment to the payment stage. CID interfaces with the CIE. This is connected to the inter-urban network through which data is transmitted. However, CIE only covers seven of 13 regions.

Expenditure on external financing is processed by SYGADE. It was introduced in 1998 and is in the process of being connected to CID via the Integrated External Funding Circuit (CIFE) that has been developed. The same applies to other operations, like Treasury data.

CID is connected to the General Directorate of Public Contracts and the Customs and Tax Department. An integrated management system, called the CIR, is currently being installed for the customs and tax departments. CID will be connected after this. CID is also fed by external partners – like project managers, donors and NGOs – via the Internet. It is already operating in the deconcentrated services in 10 regions.

The CID is an excellent and efficient tool. It has helped to reduce delays at the end of the chain by simplifying commitment and liquidation procedures for expenditure like transfers and subsidies. Furthermore, CID and CIE help to provide reliable information about the execution of the expenditure budget by ministries, in line with budgetary and accounting classifications. A key summary table on the TOFE is drawn up on the tenth of every month.

However, some flaws still remain. The CID has failed to reduce paper flow, as the habit of manual signing and stamping is well entrenched. In addition, it is necessary to file documents as evidence for auditors. CID still does not process salary operations or cash advances (except at the time of adjustment) and external project financing.

528. The CRM recognised the relevance of the institutional framework introduced to improve cash management and to promote expenditure control and adjustment. It is based on a solid administration made up of four cash monitoring committees at the central level and three committees at local and decentralised levels.

**Good practice no. 4.2: Efficient cash management contributes to better budget projection**

The Central Accounts Officer at the Treasury is responsible for cash management. Cash is managed by several committees.

**Cash monitoring, analysis and forecasting committees**

- The *Budget Execution and Cash Monitoring Committee* is the main operational body for budgetary control. It aims to specify the guidelines for executing budgets and managing cash, to review budget execution in terms of income and expenditure, to decide on cash plans, and to monitor their execution.
- The *Treasury Committee* is an internal consultative body at the Treasury. The committee meets every week to consider the availability of cash and the state's obligations for the following week.
- The *State Budgetary Revenue Recovery Monitoring Committee* conducts analyses and makes forecasts to increase revenue recovery by analysing recovery results and adopting measures to increase fund recovery.
- *CODEP* is responsible for reviewing all issues relating to the period of execution of public expenditure. It is responsible for analysing execution times and making recommendations. There are also two committees at decentralised levels. These are the *Local Communal Revenue Recovery Monitoring Committee* and the *Local Authority Budget and Cash Monitoring Committee*.

The *Internal Treasury Committee*, which comprises the Principal Treasurer and his divisional heads, also functions at the decentralised level. The Principal Treasurer is responsible for reviewing the execution reports of weekly cash plans for completed weeks, and for drawing up revenue and expenditure estimates for current weeks. After the committee has reviewed the plans, they are sent to the National Central Treasury Officer (ACCT) to prepare the national plan for submission to the Treasury Committee.

Source: Ministry of Economy and Finance, PEFA Report.

529. While much remains to be done to ensure that public expenditure is productive and efficient, the CRM noted the efforts made by government to mobilise resources and channel public expenditure. Government issued several Treasury bonds to help regulate expenditure and stimulate domestic savings in 2002. Furthermore, the resources allocated to public investment increased from CFAF 171.4 billion in 2001 to CFAF 472.8 billion in 2007. This exceeded current expenditure (CFAF 402.3 billion in 2007 compared to CFAF 216.8 billion in 2001) and illustrated the efforts made to improve budget management.

**Table no. 4.5: Government's financial operations (in CFAF billion)**

	2001	2002	2003	2004	2005	2006	2007
Total revenue and donations	313.2	346.4	434.3	462.1	496.7	565.3	674.2
Total revenue	228.0	259.4	301.0	344.8	365.2	407.4	478.2
Fiscal revenue	213.2	240.9	270.1	318.6	336.8	376.5	449.0
Non-fiscal revenue	14.7	18.5	30.8	26.2	28.0	30.7	29.0
Donations	85.3	87.0	133.3	117.3	131.5	157.9	196.0
Total expenditure	387.2	449.7	507.0	577.0	642.0	729.9	872.3
HIPC expenditure included	6.6	28.2	29.8	43.5	39.8	24.8	33.7
Total expenditure	462.9	452.4	483.5	582.4	655.2	733.0	875.1
Current expenditure	216.8	253.7	259.6	293.5	332.2	385.7	402.3
Wage bill	98.3	103.0	112.5	123.5	141.3	155.0	166.7
Public debt interest	17.5	16.7	16.8	19.1	18.2	18.3	8.2
Capital expenditure	171.4	198.7	223.9	288.9	323.0	347.2	472.8
Investments financed on internal resources	52.5	86.7	89.5	135.9	146.2	145.5	150.9
Basic primary balance	-23.8	-64.4	-31.3	-65.5	-95.0	-105.6	-66.9
Base budgetary balance with HIPC	-41.3	-81.1	-48.1	-84.6	-113.2	-123.9	-75.0
Overall balance less donations	-159.2	-190.3	-206.0	-232.2	-276.8	-322.5	-394.1
Overall balance	-73.9	-103.3	-72.7	-114.9	-145.3	-164.6	-198.1

	2001	2002	2003	2004	2005	2006	2007
Base budgetary balance less HIPC	-34.7	-52.9	-18.3	-41.1	-73.4	-99.1	-41.3
Overall base cash balance	-73.9	-103.3	-72.7	-114.9	-145.3	-164.6	-198.1
Current balance	11.1	5.7	41.4	51.3	33.0	21.7	75.8
Primary balance less donations	-217.4	-176.4	-165.7	-218.5	-217.8	307.3	-388.8

Source: WAEMU

530. With regard to **fiscal and customs revenue**, the PRGB aimed to build capacity in the administration in order to improve transparency in service management, to improve control, to broaden the tax base, and to introduce a more efficient tax system. The PRGB also built capacity in the customs and tax services by computerising the various tax divisions with the Computer-Assisted Taxation System (SINTAX), updating and extending SYDONIA in all customs offices, establishing the CIR at the Office of the Treasurer General, and establishing a new taxpayer identification system based on a Single Financial Identifier (IFU). These have improved service. Furthermore, it has begun to reorganise various government control bodies responsible for recovery, to list all taxpayers and to re-register companies to improve the institutional framework and broaden the tax base.

#### Box no. 4.1: The CIR

The CIR project – which comprises the budget preparation phase and entails monitoring revenue in all the phases of issue, management and recovery – was initiated to design and implement a tool to integrate all the departments of the Ministry of Finance and Budget involved in the revenue circuit. It was intended to improve efficiency and transparency in revenue collection, and to provide an overall vision for cash management. The CIR computerises an important component of the PRGB. It takes into account all types of revenue according to the TOFE classification. These are tax revenue; current non-tax revenue; capital revenue less privatisation revenue; revenue from special Treasury accounts and related budgets; revenue from local authorities; revenue from independent bodies; donations, subsidies and loans, and non-classified revenue.

The CIR is in line with the PRGB, which was adopted on 31 July 2002 by the Burkinabe government as the yardstick for carrying out priority reforms. It responds to the key requirements of good economic governance and intends to add value to the pursuit of the overall objective, which is “to improve in a sustainable manner, transparency, reliability and efficiency of budget management”. To achieve this, the administration of the Ministry of Finance and Budget had to distribute a document containing an analysis and detailed design of a system (existing and future software) to different departments to integrate them into a tool

to manage revenue.

The CIR complements the public finance information system and should help to address communication difficulties between financial departments. It establishes an automatic communication platform (SYDONIA ++ ) between the various management systems of customs, the CIE, the CICL of the Treasury, and the SINTAX for taxes.

531. With regard to customs, the CRM noted that the reforms undertaken by the administration, and accompanied by a strategy to provide information to taxpayers, helped to empower them and stimulate the promotion of the private sector (see good practice no. 4.3). Information provided to taxpayers includes their rights and obligations, tax procedures, measures to reduce corporate taxation, and the implementation of a new system for identifying taxpayers based on an IFU.

#### **Good practice no. 4.3: Transparent customs management increases tax productivity**

Customs duties, rules and procedures for application are clear and well-known to taxpayers.

##### **Conformity of customs obligations with international standards**

Customs duties and taxes are defined by the customs code and by various laws which are consistent with commitments made under international treaties. Customs tariffs are consistent with the WAEMU tariff and with the Harmonised System. The relevant regulations for goods are those laid down by ECOWAS. With regard to the value of goods, the World Trade Organization (WTO) system has been applied since 2004.

##### **Information provided to taxpayers to ensure better accountability**

The customs administration sends circulars and explanatory notes to the major taxpayers to inform them about their obligations and customs procedures. It also organises regular open days and conferences for the public. Lastly, the National Tax Commission, which is a forum for dialogue and information, brings together representatives of government, the employers' association and the private sector. It deals with all tax issues, particularly bills with new provisions on taxation.

##### **Computerisation**

The General Directorate for Customs (DGD) has introduced management software, namely SYDONIA, for customs transactions. It was updated in 2004 to SYDONIA ++. This system covers all customs clearing offices. DGD workers were trained to use SYDONIA ++. DGD also has a training school for customs officers. It trains 300 national officers and others from neighbouring countries every year. SYDONIA ++ will soon be connected to the CIR.

##### **Audit**

The DGD has an investigation department which draws up and executes an annual anti-fraud plan. It also has a General Inspectorate of Services which organises internal audits and draft reports for the DGD.

Source: Ministry of Finance and Budget, DGD.

532. With regard to taxes and other non-customs obligations, there are serious flaws caused by complex definitions, the modalities for calculating taxes and recovery methods. These problems are compounded by difficulties in establishing the tax base for taxpayers in the informal sector. The absence of documentation that comprehensively tracks all the duties and procedures to be followed makes access to information by taxpayers difficult. Tax legislation and the tax code, which date back to 1996, need to be updated. All in all, the tax reforms helped to improve revenue by about 7% in 2006. However, tax recovery problems still persist, thereby hindering compliance with the WAEMU criteria on taxation.
533. **Public debt management policy** in Burkina was guided by the requirements of SAP and PRSP. Their prime objective was to control macroeconomic balances. Its efficiency and viability are assessed according to the HIPC criteria. The CSAR stated that a debt analysis system was developed, in 1998, to facilitate data monitoring and analysis and to help control debt management. The CRM also noted the existence of a new debt policy adopted in January 2008.
534. With regard to **auditing the management of public resources**, the government has launched several initiatives. These include strengthening the institutional and legal framework and adopting appropriate policies. With regard to **internal audits**, the institutional mechanism is based on three organs: the IGE, the IGF, and the Treasury Inspectorate General. Information gathered by the CRM show that internal audits have been suffering from misusing overriding clauses and from the lack of resources to cope with the magnitude of work. The inefficiency is also due to many offices which carry out the same audits repeatedly. Moreover, audit reports are never followed up.
535. **External auditing** is essentially the responsibility of Parliament and the Audit Court. However, the CSAR did not analyse the efficiency of these institutions thoroughly. The CRM observed that the time accorded to the National Assembly for analysis of the finance law prior to its adoption is very short. However, it is not well equipped for budget execution auditing and lacks the resources to audit the operations of government services and institutions, especially as it receives no information during the fiscal year. The report on the performance evaluation of finance management, based on PEFA, reveals that the Executive may amend budget credits during the fiscal year without referring to Parliament. This diminishes its audit authority further. It was only in 2004 that the annual financial statements, which constitute the basis of the budget, started being sent to Parliament. However, Parliament does not receive any other information, and this limits its ability to control budget execution.
536. Parliament should benefit from all the reports produced by the Audit Court, the HACLC and from other control organs. It should be able to strengthen its budgetary control. The Audit Court, established in 2000, prepares a yearly report on the law for payments and tax declaration and submits it to Parliament in November. However, it lacks the resources needed to function effectively and has no judicial authority.

537. Both the internal and external audit organs are not in a position to carry out their duties efficiently and guarantee the appropriate use of public funds. The plethora of control bodies whose functions overlap, the lack of judicial competence for the established inspection bodies, institutional weaknesses caused by poor technical skills, and the lack of resources for operations are the major barriers to efficient auditing. The government has adopted a new body, the ASCE, to address these shortcomings. It addresses most of the weaknesses and has broader powers.
538. **With regard to the awarding of public contracts**, the CRM noted the strides taken to improve the regulations on public contracts. The public contracts code has been reviewed. Contract award procedures have been improved with the development of an Integrated Public Contract System (SYMP). However, the contract award system remains inefficient because of a lack of transparency and anomalies in the award, execution and control of public contracts and red tape in the chain, where responsibilities are not clearly defined. The **regulatory framework** still has shortcomings. The CRM lamented that the rules of public contracts do not conform to international standards and that there are no general regulations for project owners. This framework is not consistent with the provisions and directives of WAEMU.
539. **Budget deconcentration and decentralisation** is the best way to enable grass-roots communities to participate in the choice, formulation and implementation of the developmental policies that will meet their aspirations. The CRM noted the progress made to reform the local authorities and the EPEs, especially in terms of: (i) decentralising the authorisation of payments, which has encouraged many ministries to accelerate the credit delegation procedure; (ii) preparing the financial system and budget nomenclature for the local authorities and public institutions; (iii) installing accounting software for the EPEs; and (iv) implementing the regulatory framework applicable to local authorities.
540. With regard to deconcentration, the PRGB has established a credit delegation procedure in ministerial departments to improve the administration of deconcentrated structures. The mission commended this reform as it improves public service delivery and increases the budget execution rate. Deconcentrating the authorisation of payments has become effective, and services benefiting from credit delegation have become more responsible and flexible.
541. However, implementing decentralisation reforms still faces many challenges. Skills transfer and the provision of competent human resources are currently absent. Management capacity and administration in a large number of communities are very weak because of a lack of professional qualifications and there is a high level of illiteracy. The appropriation, by local authorities, of projects financed by partners remains low.
542. The numerous reforms undertaken in various areas of public finance have helped to improve the forecasting and transparency of public expenditure, to



increase tax productivity and to consolidate the role of the state as the key driver of economic growth and sustainable development. Indeed, faster growth in public investment resources compared to current expenditure resources demonstrates the efforts deployed by the Burkinabe authorities to enhance the efficiency and productivity of budget management. The CRM also commended the government's efforts to increase domestic savings through public debt and to promote the private sector through fiscal reform. Indeed, most of the tax reforms undertaken, especially those aimed at improving customs administration and at reducing corporate taxation, have helped to promote the private sector.

### iii. Recommendations of the APR Panel

543. To guarantee the credibility of the budget as the key instrument for the transparency of sound management of public finances, the APR Panel wishes to make the following recommendations:

- Pursue and improve the computerisation of both the expenditure and revenue chain to promote transparency and efficiency in expenditure (government).
- Build capacity in external auditing by: (i) promoting Parliament's access to information on the functioning of state services and EPEs and on budget execution statements; (ii) building capacity in the Audit Court by providing it with judiciary and technical skills and the appropriate resources to enable it to function; and (iii) promoting access of the public to budget information (government, National Assembly, Audit Court).
- Draw up sector policies and programme budgets for all ministries to ensure that the budget is consistent with national policies (government).
- Enhance the productivity and efficiency of public expenditure so that the settlement law reflects concrete achievements and is in conformity with realities in the field, and reduce the loss of resources and expenditures that do not yield tangible results (government, National Assembly).

544. With regard to **taxation**:

- Pursue and consolidate tax administration reforms and tax auditing in order to eradicate tax fraud and broaden the tax base, especially in decentralised local authorities (government).
- Establish a tax procedures manual in addition to the tax code and improve service delivery (government).
- Develop an information strategy for taxpayers on tax administration obligations and procedures (government).

545. In the area of **public procurement**:

- Improve the regulatory framework to adapt it to international standards and WAEMU guidelines, especially with regard to the general regulations on concession contracts and the general regulations on the contracting authority (government).
- Extend training programmes on the rules of public contracts to all contracting authorities and public officers responsible for public contracts (government).
- Computerise the management and monitoring system for contracts and reforms (government).

**Objective 4: Fight against corruption and money laundering**

**i. Summary of the CSAR**

546. The CSAR stated that corruption is a real scourge which exists in different sectors of activity in Burkina Faso. The findings of various surveys conducted by international organisations, like Transparency International on the Corruption Perceptions Index, and those carried out by civil society associations such as RENLAC and the CGD, clearly show this. In terms of statistics:
- RENLAC conducted a survey on various cases of embezzlement handled by the Council of Ministers. It was used to estimate the amount of embezzled funds at CFAF 1,927,870,586 in 2004.
  - The HACLC estimated the losses caused by fraud and corruption at CFAF 27,000,000,000 for the period 2000 to 2002.
  - The audits carried out by the IGF showed irregularities in the amounts of CFAF 8,368,658,188 in 2004, CFAF 632,842,988 in 2005 and CFAF 469,035,319 in 2006.
547. Corruption generally appears in different forms. These include bribery, embezzling public funds, corruption, the illicit extortion of money for public services, forgery, false orders and over-invoicing.
548. According to the CSAR, the causes of corruption are ignorance and illiteracy. These encourage extorting money for administrative services; low levels of patriotism and civism; low salaries, especially in the civil service; impunity; bribery and corruption; and the abuse of power.
549. In response to the high level of corruption, the government has launched an anti-corruption drive. Legal and institutional mechanisms have been established to prevent embezzlement and discourage people from embezzling funds. For instance, the president of the country, heads of institutions and

other officials are compelled to declare their assets to the Constitutional Council as soon as they take up office and on leaving office.

550. Burkina Faso has enacted anti-corruption legislation. Officials and public officers are now governed by laws that make corruption a punishable offence.
551. State institutions responsible for audits and advisory support – such as the Financial Control Inspectorate General, the IGF, the IGE, the Public Accounts Court, the National Assembly, the CNLF, the CNE and the HACLC – also support the fight against corruption.
552. All of these measures often face obstacles because declarations are confidential and this hinders transparency. The period for declaring assets (upon taking and leaving office) does not make for the regular control of wealth.
553. The CSAR stated that most of these institutions lack adequate human, material and financial resources to cope efficiently with corruption issues in the different sectors of activity in Burkina Faso. These institutions cannot take legal action. This means that there is hardly any administrative or judicial follow up. There is also lack of motivation because the status of the officers of some of the institutions makes it difficult to punish them.
554. The plethora of institutions involved in fighting corruption sometimes leads to overlapping roles, conflicting competencies, duplication and poor coordination between the controlling bodies. Another shortcoming is the discretionary power that the recipients of reports from the various control institutions – like the Public Accounts Court, IGE, IGF and HACLC – have.
555. The CSAR noted that a solution seems to be finally emerging. In its session on 10 October 2007, the Council of Ministers considered and adopted a bill on the establishment, duties, composition and functioning of the ASCE. This new structure will incorporate the duties of the IGE, HACLC and some of those of the CNLF. It will have broad powers in terms of court referrals and the publication of annual reports.
556. The CSAR mentioned the recent enactment of a decree aimed at fighting money laundering in Burkina Faso. The decree defines money laundering and spells out the control and checking mechanisms for all suspicious operations. It also stipulates sentences for persons found guilty of money laundering. All suspicions should be reported to the CENTIF.
557. There are plans for collaboration and for exchanging information between the CENTIFs of WAEMU member countries to step up the fight against money laundering. There will also be transfer of dockets and cooperation between WAEMU members. Since money laundering can occur through games of chance, measures have been taken in this respect. Casino managers and owners are required to justify the origin of funds used to set up their

businesses. Other structures, or persons, through which money laundering could take place will also be closely monitored.

## ii. **Conclusions of the CRM**

558. The word ‘corruption’ does not exist per se in the local languages of Burkina Faso. Nevertheless, government officers and citizens in general recognise its existence. It is even said that corruption has become systemic. It is largely accepted that corruption is detrimental to the harmonious development of the country and is generally a canker in public life. .
559. The CRM noted that the CSAR failed to analyse the extent of corruption in the different areas of work and in the professions. This makes it impossible to plan actions to counter the scourge. Analysing the extent of corruption is useful for making the appropriate recommendations and taking specific actions against the most corrupt categories of professions. Discussions held with stakeholders and reports on the subject have helped to identify the customs and tax services as the most corrupt sectors. The public revenue recovery channels (tax, Treasury, customs, property, etc.) are riddled with corruption. Most workers prefer to strike a deal with the taxpayer rather than have the monies paid to the state.
560. The CSAR made no mention of the existence of the CNE or of its activities. These include drafting the codes of ethics for the five target areas of education, health, financial administration, general administration, and the defence and security forces. The CNE was set up via Decree 2001-278/PRES/PM and its members were appointed via Decree 2001-566/PRES/PM. Codes of ethics are certainly useful instruments for fighting corruption in the country.
561. The existence of many anti-corruption structures can be interpreted as a willingness on the part of government to fight corruption. However, the CRM noted that most stakeholders thought that the existence of many organs makes them inefficient. Most of these organs lack credibility. There is hardly any political support for them or transparency in their operations. The implementing decree on the law establishing the new ASCE should be signed shortly. The leaders of the new body should be responsible and honest professionals.
562. The CSAR did not mention the role that ICT could play to achieve the objectives of good governance and to fight corruption. However, the CRM observed, during meetings with officers, that efforts are now being made to establish facilities to promote ICT in service provision to the public.
563. The CRM noted that corruption has become rampant in all its forms: bribery, tips, commissions, racketeering and others. It exists at various levels of the administration and in different sectors of public and economic life. Corruption

is both horizontal, as no area is spared, and vertical, as all levels of the hierarchy are involved. Corruption is gaining ascendancy in society at large.

564. The impunity of some civil servants exacerbates corruption, discourages the people and makes the fight against corruption inefficient. Impunity raises the issue of public morals, and this poses a danger to Burkinabe society. The failure to punish is immoral. It also creates a sense of injustice and could constitute a real threat to social peace. This situation is evident from the numerous cases pending and in the failure to follow up on cases. Furthermore, some offenders seem to enjoy special protection.
565. Discussions between the CRM and stakeholders revealed that some people are 'untouchable' because they are protected from the top. They are not in the least worried about engaging in corruption, embezzlement and/or fraud. These practices set a bad example to others, discourage honest and responsible civil servants, and make the anti-corruption drive even more difficult.
566. The absence of a whistle-blowers law is another handicap in the fight against corruption. Discussions with the stakeholders further revealed that people are reserved and very careful not to speak openly about corruption for fear of retaliation. People are reluctant to denounce corruption and tend to hide its real extent. Such situations distort perceptions about the prevalence of corruption and make it more difficult to combat and eradicate.
567. The causes cited by the people include poverty, the desire for illicit and quick wealth, illiteracy, ignorance and low wages. Low wages, especially in the public service, lead to abuse by officials who extract money illegally from people for personal gain.
568. In listing the factors that encourage corruption, the CRM noted that the CSAR failed to mention that controlling organs lack autonomy. This was one of the causes of corruption given by the people. This lack of independence, and the large discretionary powers given to these organs to decide whether or not to follow up on an issue, foster impunity and encourage selective application of the law against guilty persons. The lack of independence is largely responsible for inefficiency in anti-corruption structures.
569. In addition to ignorance, illiteracy and lack of knowledge about rights and administrative procedures, the CSAR mentioned slow service delivery and excessive bureaucracy. These encourage racketeering and money exchanging with workers of the administration. The delays and bureaucracy in both central and decentralised administrations drive people, in both rural and urban areas, to resort to bribery.
570. Another cause of rampant corruption is favouritism in appointing people in the administration and the cultural practice of giving gifts in exchange for appointments. Some people cite this cultural practice as an excuse to be corrupt.

571. Conflicts of interest, insider dealing and holding several offices at once all lead to spreading corruption within the administration. The example often given by people is that found when public contracts are awarded. This has become a source of illicit enrichment and corruption. Many stakeholders recognise that one cannot win a public contract without encountering corruption. Bidding enterprises often operate using pseudonyms. They are also often owned by politicians or people in the administration. Bribes must often be paid to obtain a contract. In other cases a percentage of the contract amount must be paid to middlemen or agents responsible for processing bids on behalf of government.
572. Meetings with stakeholders further revealed that the excessive centralisation of the administration encourages corruption in the public contracts award process. This affects the quality of work and public services adversely. Each level in the administration demands its share of the contract and, because quite a substantial amount would have gone in bribes, only a small portion of the funds is left at the end of the chain to carry out the work or deliver the services.
573. Politicisation of the administration leads to patronage, nepotism in the appointment of officers, impunity, economic crimes, fraud and embezzlement of funds, among others. They lead to frustration and the demoralisation of honest citizens, a slowdown in economic life and in the country's development and the wrath of the people.
574. Burkina Faso has signed or ratified several international and regional anti-corruption and money-laundering conventions and protocols. These include the AU Convention on the Prevention and Combating of Corruption, the UN Convention against Corruption, the WAEMU Transparency Code, the WAEMU Protocol Against Corruption, and the WAEMU Protocol Against Money Laundering. However, the CRM noted the absence of a clear political will to implement these conventions and protocols.
575. With regard to money laundering, the CSAR did not mention the existing structures to fight against this scourge. ECOWAS member countries have adopted a standardised law. The Intergovernmental Action Group against Money Laundering in West Africa (GIABA) is responsible for combating this problem. Its headquarters are in Dakar. GIABA has asked each member country to set up an inter-ministerial committee, but Burkina has not done so yet.
576. Its national branch, CENTIF, is not yet operational in Burkina since its members have not yet been appointed. It should comprise six officers, including one senior functionary from the Ministry of Finance, a magistrate specialising in financial matters, a high-ranking official from the judicial police, a representative of the BCEAO, an investigation officer, a customs inspector, the Ministry of Finance and the Ministry of Security.

**iii. Recommendations of the APR Panel**

577. The APR Panel recommends the following to the various stakeholders concerned:

- Implement the laws, decrees and texts governing administrative and economic life and ensure that both the corrupted and the corrupters are punished, and ensure that the control bodies are independent and are given powers to take direct legal action (government).
- Undertake vigorous and targeted actions in the sectors most affected by corruption, namely customs and tax collection offices (government, civil society).
- Prepare a monitoring evaluation system for anti-corruption policies (government).
- Simplify administrative procedures and impose deadlines for the provision of public services, and inform the population about such measures (government).
- Disseminate information about anti-corruption measures, and about the rights of users, through appropriate channels such as local radio stations, open days, workshops and forums (regional governors, communes, civil society).
- Take the necessary legal measures to implement, at the national level, international and regional conventions and protocols against corruption (government).
- Rapidly set up CENTIF at the national level and appoint its staff within a reasonable period to enable it to combat money laundering efficiently (government).
- Conduct an awareness campaign on money laundering to facilitate the fight against corruption. For instance, people could be encouraged to deposit money at banks to control the flow of money (government, civil society).

**Objective 5: Accelerate regional integration by participating in the harmonisation of monetary, trade and investment policies**

**i. Summary of CSAR**

578. The desire for integration in West Africa and to become a real player in subregional development is a priority for Burkina Faso. This is shown by the

number of regional integration agreements that it has signed and ratified. Burkina Faso is a member of WAEMU, ECOWAS and the AU. The CSAR noted that Burkina Faso is very active in harmonising macroeconomic policies within WAEMU by applying multilateral surveillance procedures. In 2005, Burkina Faso achieved two primary convergence criteria and only one secondary criterion. In 2006, the country achieved three primary convergence criteria.

579. With regard to the degree of conformity with policies that have objectives for regional integration, the CSAR observed that a Ministry of Foreign Affairs and Regional Cooperation, as well as structures like the ECOWAS National Unit and the Directorate for the Promotion of Regional Integration, were established. These reflect the importance that Burkina Faso attaches to its integration in the subregion. In 2003, Burkina Faso amended its legal framework, accounting procedures and statistics for public finance, in accordance with WAEMU directives, by adopting Law 006-2003/AN of 24 January 2003. Several legal texts have been adopted and are being applied. They are:
- Law 006-2003/AN of 23 January 2003 on budget acts.
  - Decree 2003-665/PRES/PM/MFB of 31 December 2003 on government's budgetary nomenclature.
  - Decree 2005-225/PRES/PM/MFB of 12 May 2005 31 on the general regulations for public accounting.
  - Decree 2005-256/PRES/PM/MFB of 12 May 2005 on the legal framework for public accountants.
  - Decree 2005-257/PRES/PM/MFB of 12 May 2005 on the regulations for authorising officers and loan officers in government and other public organisations.
  - Decree 2005-258/PRES/PM/MFB OF 12 May 2005 on the modalities for the control of financial transactions by government and other public organisations.
  - Order 2004-0295/MFB/SG/DGTCP/DELFF of 21 June 2004 on government's accounting system.
  - Order 2005-001/MFB/SG/DGTCP/CODEP of 21 June 2004 on the adoption of the schedule of supporting documents for government's budget expenditure.
580. The report also considered the introduction of the CET within WAEMU as beneficial because of the economies of scale it will generate for the subregion's business community. The report goes on to say, however, that Burkina Faso is really feeling the loss of revenue caused by the elimination of



customs barriers among member states and by reductions in the CET compared with the original level of the country's excise duty. Nevertheless, the CSAR was satisfied with the compensation system, established by the WAEMU Commission, for losses in customs revenue. This enabled the country to receive about CFAF 30 billion in compensation between 1998 and 2006.

581. With regard to trade promotion, the CSAR observed an increase in intra-community trade for Burkina Faso. Average growth in export volumes among WAEMU member states was 18.7% between 1996 and 2005 compared to 14.3% for imports in the same period. However, the intra-WAEMU trade balance recorded a constant deficit for this period while the growth rate of imports reached 45.3% in 2005. Moreover, trade within ECOWAS between 1997 and 2002 recorded a low of 3.47% in exports and a high of 82.01% in imports. The CSAR mentioned that these statistics do not take informal trade into account despite its importance in West Africa. With regard to trading on world markets, the report stated that linking the CFAF to the euro has increased the value of WAEMU currency, thereby reducing the competitiveness of products from the subregion on the international market.
582. Despite efforts to implement reforms on preferential treatment within WAEMU and ECOWAS, the CSAR regretted to note that some non-tariff barriers, which impede the movement of goods between members of these two regional integrating bodies, persist. Other impediments are the extorting of monies from customers by customs and law enforcement officers, lengthy bureaucratic procedures that are complex and unjustifiable from both the customs and administrative points of view, and the customs escort system which is expensive and causes delays. These are compounded by physical impediments to subregional trade such as the poor state of the transport infrastructure and the age of the trucks used in interstate transport.
583. According to the CSAR, the obstacles to community trade within WAEMU after 2006 were the fault of the structures. This raises questions about the status of WAEMU's Customs Union. Examples of these obstacles are the assessment of products originating from the union as third-party products, the nonrecognition of WAEMU certificates, the quota system, restrictive standards, and various bans related to modes of transportation or types of product. These obstacles, according to the report, were the results of discontinuing compensations, within WAEMU, for the loss of customs revenue after December 2005; implementing the ECOWAS liberalisation scheme, with its accompanying delays in processing the compensation documents; and the persistent tendency to protect local production.
584. The CSAR recommended that the other countries in the subregion eliminate the remaining tariff and non-tariff restrictions and implement competition rules effectively. This will require that the principal economic stakeholders (governments and businesses) embark on adjustment and restructuring programmes. Thus the private sector will internalise the end of monopolistic rents and modify production facilities in order to make the most of the regional

economic zone. The CSAR also recommended the formulation of policies to promote closer ties between Nigeria and Côte d'Ivoire.

## ii. Conclusions of the CRM

585. The CRM noted that the CSAR did not use the APRM questionnaire to prepare objective 5. Consequently, the CSAR was silent on several issues when it mentioned the assessment indicators for this objective. The report did not state when Burkina Faso joined the two regional groupings. It also did not contain a clear assessment of the benefits of membership of these groupings. The section on the conformity of national economic policies to regional integration objectives was not complete and focused on WAEMU's legal framework, accounting procedures and statistics for public finance. The CSAR was also silent about the implementation of WAEMU's CET, which came into effect in Burkina Faso in 2000. Talks with the stakeholders revealed that Burkina Faso still imposes some national taxes on the CET community scheme. This contravenes the laws governing imports within the WAEMU zone. This makes imports more expensive in Burkina Faso than in other member states. Efforts made by the country in favour of preferential trade liberalisation, the problems encountered and the lessons learned are all not recorded. Burkina Faso's activities within ECOWAS and CENSAD, and its efforts to implement NEPAD programmes, were also not mentioned.
586. Meetings with stakeholders and supplementary reading showed that Burkina Faso has signed and ratified the treaties establishing CENSAD and Liptako-Gourma. It has also ratified all the measures adopted by WAMU and WAEMU. The measures cover a set of treaties, conventions and laws, including:
- The treaty establishing WAMU.
  - The revised WAEMU treaty (2003).
  - The cooperation agreement between France and member countries of WAMU.
  - The agreement establishing BOAD.
  - The convention on the creation of the Banking Commission.
  - A set of conventions on STAR.
  - The law on banking regulations.
587. The report did not mention the evaluation of the implementation of the conventions and laws, or of the compliance with agreements, treaties and protocols on harmonisation, cooperation and regional monetary coordination. The country's performance in multilateral surveillance procedures and, more specifically, convergence criteria – whose objective is the harmonisation of

national economic systems – was presented for only two years. Further reading by the CRM revealed that Burkina Faso's performance in meeting the primary convergence criteria in WAEMU has been varied and average since 1999. This is shown in Table 4.6 below. Furthermore, its performance was not as good on meeting the secondary convergence criteria. The criteria relating to 'wage bill/tax revenue' ratio and 'tax revenue/GDP' ratio rarely conformed to established standards between 1999 and 2006. The general impression is that the country has difficulties keeping to a balanced primary budget. The growth of the informal sector, together with tax and customs fraud, may explain the consistent lack of achievement on these two criteria. On the other hand, Burkina has consistently achieved the criterion for the ban on new domestic and external debt arrears since 1999. It has also consistently met the criterion for maintaining total public debt at below 70% of GDP since 2002.

**Table no. 4.6: Status of Burkina Faso's achievements of the primary and secondary convergence criteria in the WAEMU zone**

	1999	2000	2001	2002	2003	2004	2005	2006	2007	Standards in 2006
<b>Primary criteria</b>										
Budget deficit/GDP (%)	-0.4	-1.4	-2.7	-2.3	-0.7	-1.5	-3.8	-3.9	-2.2	≥ 0,0%
Inflation (% annual average)	-1.1	-0.3	4.9	2.3	2.0	-0.4	6.4	3.1	2.3	≤ 3,0%
Ceiling for total public debt/GDP (%)	71.5	73.0	71.4	49.6	48.0	46.2	42.9	17.1	17.1	≤ 70,0%
Domestic and external arrears	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	Non-accumulation
<i>Number of criteria achieved</i>	<b>2</b>	<b>2</b>	<b>1</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>3</b>	

	1999	2000	2001	2002	2003	2004	2005	2006	2007	Standards in 2006
<b>Secondary criteria</b>										
Wage bill/tax revenue	41.7	43.7	46.1	42.8	41.6	37.3	42.0	41.2	37.1	≤ 35,0%
Public investment/tax revenue (%)	20.8	23.4	24.6	36.0	33.2	42.7	43.4	38.7	33.6	≥ 20,0%
Tax revenue/GDP (%)	12.7	12.3	10.3	10.5	10.9	11.8	11.4	12.0	13.1	≥ 17,0%
Current account deficit/GDP (%)	-15.6	-16.9	-13.5	-11.7	-12.8	-13.4	-14.7	-11.3	-10.1	≤ -5,0%
<i>Number of criteria achieved</i>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>2</b>	

Source: WAEMU

588. In matters of tax, the CRM noted that the tax pressure in Burkina Faso is caused by the large number of taxes levied in WAEMU. This is, however, concentrated on a small number of taxpayers and results in constant complaints from SMEs in the formal sector. Talks with government have given a glimmer of hope with forthcoming reforms aimed at eliminating VAT for SMEs and SMIs.
589. On a completely different note, the community legislation (Law 2/2002/7CM/UEMOA) on anti-competition practices, adopted by WAEMU in 2002, is no longer in effect in Burkina Faso. A consultative body on competition matters has been created instead. However, this body lacks expertise, is not independent, has no funds and has not been able to decide on any of the cases of violating competition rules brought before it.
590. The preferential reforms, which helped WAEMU establish its Customs Union in 2000, established a preferential trade system within WAEMU in 1996 to enhance intra-community trade. This system determines the customs taxes to be applied to goods from the union. These goods are on a restricted list and should be exempt from all duties and taxes, except for VAT and other domestic taxes, when exported to a member country. Although these provisions are binding on all member states, they are not effectively implemented by some countries in the subregion. These countries include Burkina Faso.
591. The stakeholders from Burkina Faso and neighbouring countries regularly complained, in their meetings with the CRM, about the harassment they endure at the hands of law enforcement and customs officers at the borders, even for goods covered by the preferential trade system. Traders spoke particularly about customs duties for transactions – both between WAEMU member states, and between WAEMU member states and other states – being negotiated in front of clients. This means that intra-community taxes and excise duties are not levied in accordance with WAEMU's regulations. This is a violation of the principle of the free movement of goods, a requirement for any regional integrating group that wants to achieve a free trade zone status.
592. The departments involved said that the elimination of control barriers has increased insecurity and armed robbery inland and at the borders. Also, the Burkinabe authorities believe that, although the country applies the preferential trade system to WAEMU member states, goods which originate from Burkina Faso and are covered by this preferential tax system do not enjoy the same benefits in member countries, especially in the coastal countries.
593. Trade reforms under way in West Africa have completely liberalised exports. However, discussions with businesspeople and traders revealed that Burkina Faso still taxes its exports, regardless of whether they are exported within WAEMU, within ECOWAS, or destined for the world market. The CRM noted that this indicates Burkina Faso's noncompliance with national trade policies and with regional integrating standards.

594. The CRM's documentary research and its meetings with the authorities and the stakeholders showed that Burkina Faso has not yet achieved free trade zone status. Significant efforts are needed to liberalise and formalise trade between Burkina Faso and neighbouring non-WAEMU countries.
595. In the same vein, the coordination of macroeconomic policies is less satisfactory within ECOWAS. The deadline for achieving convergence objectives, and consequently for the establishment of the monetary union, was postponed to December 2005 and then to December 2009, although it had initially been set for 2003. The delay was the result of the poor performance of member states in achieving the convergence criteria. A specific reason for the delay in achieving monetary integration in ECOWAS is that Nigeria will benefit most from integration because of its size and the resulting correlations with the terms of trade.
596. The CRM also noted that, although the convergence and surveillance system is a necessary incentive and sanctioning tool to ensure fiscal and monetary discipline among member states, literature on the subject does not make convergence an absolute condition for the creation of a monetary union. The direct implication of this is that, although ECOWAS member states may not have achieved all the criteria for an optimum monetary union, the West African Monetary Zone (WAMZ) could establish a monetary union and then force member countries to align their macroeconomic policies accordingly. This is what happened in the EU.
597. In addition, if macroeconomic policies are to be successfully harmonised in West Africa, then the political will for regional integration, as declared by the subregion's heads of state, must be converted into sustained efforts to implement programmes at the national level. Member states must have a very clear idea of their development objectives and strategies, and must commit themselves fully to their achievement and implementation. A culture of regionalism must be created within governments and among the people so that their desire for a better future replaces their preoccupation with the immediate satisfaction of their needs. It is also necessary that the requirements for a free trade zone are met at least to serve as a basis for the coordination of macroeconomic policies within ECOWAS.

### iii. Recommendations of the APR Panel

598. The APR Panel recommends the following:
- Act vigorously in concert with the other ECOWAS member countries to accelerate the application of the regional arrangements, notably integration through the market, and facilitate the creation of a common currency for the group (government).

- Facilitate the development of integrating projects along the borders with the neighbouring countries by exploiting the central position of the country, and intensify its opening up (government).
- Apply the preferential trade system, the principle of free movement and the settlement of persons in WAEMU and ECOWAS effectively to consolidate the process of achieving a common market. This will help to eliminate the frustrations and red tape experienced by traders and businesspeople at the borders (government).
- Liberalise exports to comply fully with WAEMU, ECOWAS and WTO standards, and apply community legislation on anti-competition practices (government).
- Promote the establishment of a consultative framework on cotton ginning in the subregion, and work together with other developing countries to modify the WTO regulations on subventions in the agricultural sector and, particularly, on cotton production in Western countries (government).

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## CHAPTER FIVE

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### 5. CORPORATE GOVERNANCE

#### 5.1 Introduction: Stakes, challenges and risks of corporate governance

##### 5.1.1 Improving the competitiveness and value creation of enterprises

599. According to many reports by specialised institutions, which the CRM consulted, Burkinabe enterprises are reputed to be less efficient and competitive than those in other countries in the region. The public works and civil engineering enterprises especially need to improve their performance on major works by upgrading their standards, training managerial staff at all levels, and acquiring equipment that is more efficient. The performance and competitiveness of Burkinabe enterprises can be improved in four main ways:

- Improving the legislative and regulatory frameworks. The public authorities have made considerable efforts to reform the tax system. However, there is still a lot that can be done, particularly by being sensitive to the recommendations of the private sector that were expressed during the last annual meeting with the public authorities. The aim of these



reforms is to attract investment to the country, which, though landlocked, can become a hub of trade for countries in the region.

- Increasing know-how investments aimed at developing corporate management, as well as improving the quality of Burkinabe industrial and craft products through the promotion of an industry of top-quality services.
- Providing enterprises with road and energy infrastructure and resources in order to promote and support the SMIs that provide jobs and are capable of being subcontracted to perform a variety of services for major industries.
- Improving the training and information of economic actors in respect of equitable access to information resources, so as to enable them to make the best choices and take good economic, financial and managerial decisions.

### **5.1.2 Rethinking the role of the state in the promotion and regulation of the private sector**

600. The Burkinabe government should combine short-term policies focused on the social component and the fight against poverty with long-term policies aimed at promoting growth and the emergence of a solid economic fabric. This arbitration concerns the four challenges marking the relationships between the state and the Burkinabe public and private sectors:

- The success of industrial decentralisation, which should be evaluated in terms of efficiency, equity and coherence with the various public policies but also in terms of its promotion of national solidarity and the social responsibility of enterprises and economic actors.
- The intensification of partnerships and private/public dialogue.
- The monitoring of companies already privatised, and the evaluation and eventually the success of the state divestiture.
- Upgrading enterprises and their institutional environment in order to meet the risks of economic partnership agreements.

### **5.1.3 Developing entrepreneurship and the promotion of micro, small and medium enterprises**

601. Beyond the institutional and regulatory aspects of the business environment, the objective is to develop entrepreneurship and the ambition of young Burkinabe to create enterprises. A new way of thinking and doing business should be conveyed through teaching programmes, the media and opinion leaders in order to encourage businesspeople to come out of the informal sector and choose to modernise their approach to the economic world. This new entrepreneurial spirit should be encouraged through the following:

- The institution of specific incentives that would enable micro and small enterprises to participate in public markets (some kind of ‘small business act’ which would be extended to enterprises of the informal sector).
- The development of long-term financial resources to help reduce the problem of bank guarantees and improve access to funding for Burkinabe enterprises.
- The institution of a strategy aimed at promoting the transfer of capital and investment from Burkinabe of the diaspora.

#### **5.1.4 The cotton sector and its stake in the diversification of the Burkina Faso economy**

602. Cotton carries considerable weight in the economy of Burkina Faso. It contributes more than 15% to the country’s GDP and is a source of income for about 2,000,000 people. However, all WAEMU member states have opted to withdraw from production. Consequently, only private investors in the subregion, including cotton producers and institutional investors, can take up the challenge of producing cotton. Member states need to offer an incentive tax system that applies to all private investors in the region. Furthermore, regional and continental banks (including commercial banks, BOAD and the ADB) need to support the investment required for the restructuring and mobilisation of the sector. These actions would help to create a regional cotton stock market. The CRM feels that Burkina Faso and other West African cotton-producing countries should give this possibility special attention.
603. The challenges facing the cotton sector are such that some multinationals, which do not understand the importance of promoting the industries that produce primary products, would probably resist strongly any initiative intended to recognise the value of cotton to the producing countries. It would be up to the producing countries to form a united front to resist all such manœuvres by multinationals. The negotiation power of Burkina Faso and the other countries in the subregion will largely depend on their capacity to diversify their economies and reduce their dependence on cotton.

#### **5.1.5 Soaring energy prices**

604. Soaring oil prices and the high cost of electricity pose threats to the country’s future. They may threaten its developmental strategies and its ability to realise its 2025 vision. It should also look at alternative sources of energy, like wind, solar and biofuel energy. Furthermore, the country should consider developing nuclear energy, together with other countries in the region, as the survival of the economies of all developing countries, and West African countries in particular, may depend on it.

### 5.1.6 Climatic changes

605. The warming Sahel region and the advancing desert are real threats to the people of the Sahel, including those of Burkina Faso. They threaten to jeopardise the country's developmental efforts. The efforts of the country in the area of the fight against desertification are, however, commendable: the classification and prudent management of forests, reforestation programmes, the control of water, the construction of dams, and so forth, all yield positive results. No single country can find solutions to the problem of climatic change on its own, nor has any single country the capacity to analyse its causes or to control it. All countries of the world need to become involved. Further, Burkina Faso alone cannot win the fight against the desertification of the sub-Saharan regions. Not even the members of CILS or other regional desertification control organisations can do so. Burkina Faso is certainly aware of the challenges that confront it as it fights against the advance of the desert in the south and tries to protect the green spaces of its territory. The planning of investments for territorial development projects, decentralisation, the creation of developmental poles and the management of energy must all take account of the threats of climatic change and the virtually inexorable advance of the desert in the south.

## 5.2 Ratification and implementation of standards and codes

### i. Summary of the CSAR

606. **The Legal Land Regulatory Framework.** The CSAR noted that the OHADA law, ratified by Burkina Faso in Decree 94-473 PRES/MAE/MJ of 28 December 1994, replaced the Positive Law in Business Circles in Burkina Faso.
607. In addition, Regulation 15/2002/CM/UEMOA of 19 September 2002, on the payment system in WAEMU countries, has been ratified by Burkina Faso. This regulation governs banks and financial establishments in Burkina Faso.
608. Finally, Burkina Faso ratified Regulation O2/2002/CM/UEMOA of 23 May 2002 on anti-competition practices within WAEMU. It regulates the consumption and competition environment in Burkina Faso.
609. **Labour law.** The CSAR also noted that virtually all multilateral conventions on the labour law of the ILO have been ratified. They play essential roles in establishing labour standards at international level. These numerous ILO conventions form the legal basis of core labour rights. They have subsequently been acknowledged in all national legislation.
610. It also noted that the Worst Forms of Child Labour Convention implies that the minimum age for starting to work should be increased to 15 years. It accords with ILO Convention 138, which was ratified by Burkina Faso in 1997. Convention 182, ratified in 2001, defines the worst forms of child

labour. The issues of child and adolescent labour are treated in Articles 145 and in subsequent articles.

611. **Environment.** Burkina Faso has signed about 20 international conventions. The ones that have been ratified, and which are being implemented effectively, follow:
- The African Convention on the Conservation of Nature and Natural Resources, ratified by Decree 68-277 of 23 November 1968.
  - The UN Convention to Combat Desertification, ratified by Decree 95-569 RU of 29 December 1995.
  - The Kyoto Protocol to the UN Framework Convention on Climate Change, ratified by Decree 2004-536/PRES/PM/MAECCR/MECV/MFB of 23 November 2004.
612. **The National Order of Chartered Accountants and Registered Accountants of Burkina Faso (ONECCA-BF).** ONECCA-BF was created by Law 22/96/ADP of 10 July 1996. This law was implemented by Decree 96-414/PRES/PM/MEF of 13 December 1996 on the organisation and functioning of ONECCA-BF. The decree groups professionals authorised to practise in Burkina Faso.
613. The main objectives of the order are to enhance the profession by increasing its membership, develop missions and continue training members. The public authorities exercise some control over the order through the Ministry of Finance, which is represented by the Government Commissioner on the board and on the different bodies of the order. The Government Commissioner is appointed by the Cabinet.

## ii. Findings of the CRM

614. Table no. 5.1 presents all the standards and codes adopted by Burkina Faso.

**Table no. 5.1: Standards and codes**

Standards and codes	Date of adoption	Effective date	Date of succession, ratification or adherence by Burkina Faso
African Charter on Human and People's Rights	June 1981	21 October 1986	6 July 1984
Constitutive Act of the	11 July 2000	26 May 2001	27 February 2001

Standards and codes	Date of adoption	Effective date	Date of succession, ratification or adherence by Burkina Faso
AU (2000) <sup>14</sup>			
NEPAD Framework Document (2001) <sup>15</sup>	July 2001		
AU Convention on the Prevention and Combating of Corruption	11 July 2003	5 August 2006	29 November 2005
UN Convention against Corruption	31 October 2003	14 December 2005	23 June 2006
Abuja Treaty on the African Economic Community (1991)			
Adoption of the Principles of Corporate Governance of the OECD and the Commonwealth			

615. Burkina Faso has ratified all of the core conventions of the ILO<sup>16, 17</sup>.

<sup>14</sup> [http://www.africa-union.org/Official\\_documents/Treaties\\_%20Conventions\\_%20Protocols/List/CONSTITUTIVE%20ACT.pdf](http://www.africa-union.org/Official_documents/Treaties_%20Conventions_%20Protocols/List/CONSTITUTIVE%20ACT.pdf)

<sup>15</sup> <http://www.nepad.org/2005/files/inbrief.php>

<sup>16</sup> <http://webfusion.ilo.org/public/db/standards/normes/appl/appl-ratif8conv.cfm?Lang=EN>

<sup>17</sup> While noting with satisfaction the ratification by the state of the ILO Minimum Age Convention (no. 138), the ILO Worst Forms of Child Labour Convention (no. 182), as well as Faso's adherence to the International Programme for the Elimination of Child Labour (IPEC), the CRM is deeply concerned by the fact that child labour is widespread and that children can work long hours, which has a negative effect on their development and education. Reference: Committee on the Rights of Children, 31<sup>st</sup> session, <http://www.universalhumanrightsindex.org/hrsearch/displayDocumentVersions.do?lang=en&docId=2, 82>.

Table no. 5.2: Core conventions of the ILO

	Forced labour		Freedom of association		Discrimination		Child labour	
	<a href="#">C. 29</a>	<a href="#">C. 105</a>	<a href="#">C. 87</a>	<a href="#">C. 98</a>	<a href="#">C. 100</a>	<a href="#">C. 111</a>	<a href="#">C. 138</a>	<a href="#">C.182</a>
<a href="#">Burkina Faso</a>	21/11/1960	25/08/1997	21/11/1960	16/04/1962	30/06/1969	16/04/1962	11/02/1999	25/07/2001

616. While noting with satisfaction the ratification by the state of the ILO Minimum Age Convention (no. 138), the ILO Worst Forms of Child Labour Convention (no. 182) as well as support for IPEC, the CRM is deeply concerned by the fact that child labour is widespread and that children are made to work for long hours, which has a negative effect on their development and education.
617. Burkina Faso has ratified three of the four priority conventions of the ILO<sup>18</sup> :

**Table no. 5.3: Priority conventions of the ILO**

	Employment	Labour inspection		Tripartite consultation
	<a href="#">C. 122</a>	<a href="#">C. 81</a>	<a href="#">C. 129</a>	<a href="#">C. 144</a>
<a href="#">Burkina Faso</a>	-	21/05/1974	21/05/1974	25/07/2001

618. The CSAR did not indicate whether the following Basel II banking standards have been adopted:
- International quality norms and standards (as set by the International Organization for Standardization – ISO).
  - Norms on the protection of intellectual property rights.
  - IAS.
  - International Standards of Audit (ISA).
  - The principles of guarantees, supervision and regulation of insurance companies.
619. **Applying the codes and standards.** The WAEMU convergence criteria are the main means of integrating Burkina Faso's economy into the world economy. Its progress towards applying the internationally acknowledged standards and codes on corporate governance can be seen mainly in a number of reforms for public markets, banking control, food product control and the promotion of quality products.
620. **Public markets.** Burkina has reviewed its code on public markets several times, with the help of its international partners, to make it consistent with international standards.

<sup>18</sup> 27 March 2008,  
<http://webfusion.ilo.org/public/db/standards/normes/appl/applRatifPriorityCtry.cfm?hdroff=1&Lang=FR>.

621. **Banking supervision.** After the difficulties it encountered in 1998, the state decided not to intervene in decisions about granting credit. However, it continues to assist the banking sector in its debt recovery operations. In order to meet the Basel II criteria, the Ministry of Economy and Finance, in consultation with the BCEAO, has set stages in the regulatory framework of the Banking Commission, which is responsible for supervising the sector in Burkina Faso. Officials in the banking sector confirmed that the Burkinabe banking sector is a long way from meeting the Basel II international standards. For the moment, efforts concern respect for the prudential rules of the BCEAO and the Basel I standards.
622. **Control of food products.** Burkina Faso started to draft national standards for products, by group, two years ago. Consequently, standards consistent with international standards have already been adopted for some of these products. Some federations, especially the Federation of Agro-Food Industries, have established training courses on hygiene standards. It may be difficult for this sector to do more and adopt, for example, the Hazard Analysis Critical Control Point (HACCP)<sup>19</sup> international standards given the working conditions and the costs that the vast majority of enterprises have to absorb. However, the enterprises that respect hygiene standards should be given a national label that will help to distinguish their products from others.
623. **The programme for establishing an accreditation, standardisation and quality promotion system (the WAEMU Quality Programme).** This programme is funded by the EU and implemented by UNIDO. Its objective is to assist WAEMU countries in regional and international trade. The programme consists of:
- Establishing a regional accreditation and certification system. It will facilitate the upgrading of laboratories in order to achieve internationally acknowledged accreditation.
  - Improving and harmonising existing standardisation organisations. It will assist to create a regional documentation centre with a database on technical standards and regulations, to establish national standardisation organisations and coordinate their activities, and others.
  - Promoting quality in enterprises. It will establish regional technical centres to assist enterprises to improve the quality of their products and introduce a WAEMU Prize for Quality to encourage the development of a culture of quality and an emphasis on consumer protection.
624. Table no. 5.4 summarises the impact of the programme.

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<sup>19</sup> The HACCP is an international food safety standard system that identifies, evaluates and controls significant dangers in terms of food safety.



Table no. 5.4: Summary of the impact of UNIDO's WAEMU Quality Programme

Main components	Results registered and/or expected	Effective and/or expected impact of the programme for all components
<p><b>Component 1:</b> Capacity strengthened in the area of accreditation/certification</p>	<ul style="list-style-type: none"> <li>• Regional Accreditation Secretariat established and acknowledged at the international level.</li> <li>• Networks and databases established in 150 laboratories.</li> <li>• Analysis and testing procedures for food products harmonised.</li> <li>• Capacity in equipment operation increased for 05 laboratories, including 04 laboratories enjoying support for 17025 ISO accreditation.</li> <li>• 02 laboratory auditors trained and about to be qualified by the French Committee of Accreditation (COFRAC).</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitation of access to regional and international markets for agro-food, fishing and cotton products manufactured by WAEMU countries.</li> <li>• Maintenance and development of exports of fishing products (Togo, Côte d'Ivoire, Benin). More than 600,000 people employed.</li> <li>• Exports developed and proceeds from the sale of cotton fibre significantly increased. Direct and indirect employment of about 10 million people.</li> <li>• Quality improved and incomes increased from the sale of agro-food products in WAEMU and on the international market.</li> </ul>
<p><b>Component 2:</b> Capacity for standardisation strengthened</p>	<ul style="list-style-type: none"> <li>• Côte d'Ivoire Normalisation (CODINORM) document centre upgraded to international standards and put at the disposal of company chief executives.</li> <li>• Networks and databases on standards and regulations established.</li> <li>• Capacity of national standardisation structures developed.</li> <li>• National standards developed for the main products (fishing, cotton, agro-food) and ISO standards made available</li> </ul>	<ul style="list-style-type: none"> <li>• Sanitary and hygienic conditions in WAEMU countries improved by introducing regulatory, sanitary and phytosanitary conditions in the production and importation of food products.</li> <li>• Consumers in WAEMU countries sensitised and better informed on hygiene and quality standards.</li> <li>• Programme could be developed with the EU in other regions, but</li> </ul>

Main components	Results registered and/or expected	Effective and/or expected impact of the programme for all components
	<p>to national structures.</p> <ul style="list-style-type: none"> <li>• Technical standards and regulations harmonised for the main products (agro-food, fishing, cotton).</li> <li>• Legal texts on standardisation and quality harmonised and legal framework for the protection of consumers developed.</li> </ul>	<p>particularly in Africa.</p>
<p><b>Component 3: Quality promotion</b></p>	<ul style="list-style-type: none"> <li>• Policy on quality promotion harmonised in WAEMU countries.</li> <li>• ISO 9001 quality systems or HACCP systems introduced in more than 70 agro-food, fishery and cotton enterprises as a pilot project.</li> <li>• National and regional quality prices fixed.</li> <li>• Requalification of auditors certified by the Association for Academic Quality (AFAQ).</li> <li>• Networks and a quality database established.</li> <li>• Capacities of consumers' associations strengthened.</li> </ul>	

Source: <http://www.snu-ci.org/Final/Onudi1.htm>

625. Phase II of the UNIDO programme will involve creating and launching three regional institutions. These are the West African Accreditation System (WAAS), the Regional Metrology Secretariat (RMS) and the Regional Quality Coordination Committee (RQCC).

626. Even if the principle of quality circles seems to be fairly well known and developed in the large enterprises of Burkina Faso, the CRM only learnt about the case of one financial institution certified on ISO 9000.
627. Decree 98-296/PRES/PM/MCIA/MEF of 15 July 1998 acknowledged the National Trade Bureau (ONAC) as the national standardisation organisation of Burkina Faso, thereby creating the Directorate for Standardisation and Quality Promotion (FASONORM). ONAC is an Administrative Public Establishment (EPA) placed within the Ministry of Trade and Industry. Its objectives are:
- To establish a national policy for standardisation.
  - To facilitate penetration into external markets by introducing quality management tools to enterprises.
  - To meet the expectations and priorities of the private sector by stabilising the national market through applying standards effectively.
  - To protect consumers by providing them with information on the quality of products.
628. The functions of FASONORM are to:
- Coordinate all studies on metrology, standardisation and certification.
  - Develop and disseminate national standards.
  - Certify that products conform to standards by issuing the national quality label (the Label of Burkina Faso).
  - Certify that the quality systems of enterprises conform to standards.
  - Inform, sensitise and train staff on quality management.
629. **Accounting standards.** According to ONECCA-BF, SYSCOA should be applied consistently within WAEMU. These standards are close to international standards but take into account the specific characteristics of countries in the subregion. Burkina Faso has not adopted the audit standards, even though ONECCA-BF declares that its main objective is to adopt the International Federation of Accountants (IFAC) international audit standards in 2008.

**iii. Recommendations of the APR Panel**

630. The APR Panel makes the following recommendations:
- Convert the signed or ratified standards and codes into national legal instruments (government).

- Popularise the standards and codes to enable the citizens to know them and eventually enjoy them (government).
- Verify the ratification and implementation of the APRM codes and standards on corporate governance, particularly the certification of banks according to the standards set by Basel II (government).
- Accelerate the adoption of international audit standards (government).
- Establish a national label for respecting the rules of hygiene for agricultural products (government).

### 5.3 Assessment of APR objectives

**Objective 1: Promote an enabling environment and effective regulatory framework for economic activity**

#### i. Summary of the CSAR

631. The CSAR described the judicial and regulatory framework intended to promote a conducive environment and an efficient regulatory framework for promoting investments and trade. It mentioned a number of international and regional laws, particularly those proposed by OHADA. Several laws were enacted between 1998 and 2002.
632. The list of agreements ratified by Burkina Faso also comprises many WAEMU treaties governing the banking and financial establishments sector and competition practices. The legal and institutional framework also comprises international accords and conventions ratified by Burkina Faso. They include those of the WTO and ECOWAS. With regard to national legislation, the CSAR particularly mentioned those on the organisation of competition and the new directions of the privatisation policy. It noted the many regulatory and institutional reforms adopted by the country and gave a positive assessment of how well they achieved their objectives.
633. The CSAR briefly described the policy on promoting the business environment. It recalled the many regulatory and institutional reforms for the business community intended to create a more favourable environment so that a competitive private sector can emerge. The CSAR noted the strong actions taken by the Programme on Support for Competitiveness and Enterprise Development (PSCDE) to strengthen the capacity of enterprises. They consist mainly of pre-investment studies, and studies aimed at formulating institutional, regulatory or legal reforms to support the implementation of sectoral strategies. There is also the Programme on Strengthening the Capacities of Enterprises (PSCE). The programme aims, with the support of

- the EU, to develop the private sector and, in particular, to improve the competitiveness of SMEs.
634. The CSAR noted that the state has taken a set of measures aimed at contributing to reducing fiscal pressure. This is quite often stifling for enterprises. Apart from these measures, the government has established many funds, at the level of corporate funding, to support the creation and development of enterprises.
635. The CSAR stressed that the problems about access to bank credit concern SMEs mainly. They feel abandoned and that the banks do not help with their high interest rates and transaction costs. These SMEs ask that banks adapt to economic realities, develop effective partnerships with SMEs, and prioritise the qualities of the promoter and the profitability of the project when they consider requests for funding instead of insisting on guarantees which, in any case, are difficult to realise.
636. The CSAR presented a list of major obstacles to the development of the private sector. These are: (i) a tax burden that is too heavy and tax collection in all sectors; (ii) prohibitive costs; (iii) lack of funding, especially for long-term investments; (iv) fraud, corruption and inefficiencies in administration; (v) a labour code that is too rigid; (vi) the weakness of the judicial system; and (vii) inadequate infrastructures. An annual meeting between the government and the private sector has been introduced to facilitate the search for solutions to these problems and to promote dialogue. There have been seven meetings to date.
637. With regard to the development of economic infrastructure, the CSAR mentioned the creation of the Road Maintenance Fund. It also noted measures to reform the telecommunications system. These were intended to facilitate the role of the system as a tool for economic, social and cultural development.
638. The CSAR finally underlined the legal measures adopted to ensure that Burkina Faso has an efficient and adequate supply of electricity, while taking into account the national economy and the need to protect the environment. The report also mentioned that the Ouagadougou Centre for Arbitration, Mediation and Conciliation has been created to offer the business community a framework for settling their disputes through arbitration. It also noted that a Programme on Corporate Capacity Development (PRCE) has been introduced. It will assist to develop small and medium enterprises, as they contribute to meeting the socioeconomic objectives of job creation, and to modernise the economy with the support of the EU.
639. The CSAR contained information on the nature of enterprises. The CCIA-BF noted that there were 32,059 enterprises and 277 professional groups on 31 December 2006. Trade dominates the economy (54%), followed by services (30%), industry (13%) and the cottage industry (3%).

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**ii. Findings of the CRM**

640. **Types of private enterprises.** The Burkinabe enterprise sector is dominated by small and very small enterprises. They are mostly family enterprises. The CCIA-BF published the NERE Directory for 2008. It shows that, of the 37,340 enterprises listed, 30,490 are very small enterprises employing fewer than five people, and 1,248 are small enterprises which employ between five and 20 people. The two groups together represent 98% of the total workforce. In addition, 31,963 family enterprises represent 85% of the total workforce.
641. Most of the enterprises in the agro-food sector are family enterprises established in zones normally intended for housing. This makes it difficult to respect hygiene standards and produce quality goods. Even though the government has introduced professional training courses for this sector, small enterprises do not recruit specialists. They have to compete with large enterprises that have better access to funding, recruit technical staff and establish contacts with the administration. Moreover, the federations, which are expected to regroup and defend these small enterprises, often lack financial and human resources. Indeed, the members of the Federation of Agro-Food Industries regretted the fact that neither their executive bureau nor their management board is paid.
642. **Enterprise creation.** Even though the mission confirmed that the prescribed period to establish an enterprise has been reduced to seven days, the young people and other businesspeople did not verify this. The *Maison de l'Entreprise* organises entrepreneurship open days once a year. This has united, and created synergy between, the different enterprise support services and programmes. It hosts the Centre for Enterprise Creation Formalities (CEFORE), which has replaced the *Centre du Guichet Unique* to assist enterprise creation and, by involving the professional and artisans associations, also concerns the informal sector.
643. Burkina Faso has launched a programme for training 5,000 young people on entrepreneurship. These young people are selected using regional quotas. Departments of the Ministry of Youth contact associations. They, in turn, propose young people for this training programme, which is organised in the regions over a period of five months. After the training, the young people prepare and submit projects for funding by the *Fonds d'Appui aux Initiatives des Jeunes* (FAIJ).
644. In the framework of strengthening the capacities of enterprises funded by the EU, the CCIA-BF – in association with the *Maison de l'Entreprise*, the Professional Association of Banks and Financial Institutions, and other aid support organisations – launched the *Centres de Gestion Agréés* in Ouagadougou and Bobo-Dioulasso. These centres are associations authorised by the Ministry of Finance and whose objective is to bring together target enterprises, and to offer them the necessary assistance for developing their businesses and improving the climate of confidence with their partners, namely suppliers, clients, bankers, the tax administration, insurance

companies, etc. Membership of these centres is open to individuals, traders, farmers, industrialists, artisans and service providers who are registered in the trade register and who are governed by a real simplified taxation system. Services offered to members include: accounting, fiscal and social assistance, assistance with administrative formalities, assistance in organisation, assistance in development of sales, production of management files and diagnosis of enterprises, assistance with the preparation of credit applications, as well as training and information. Enterprises that adhere to this centre benefit from a 30% tax reduction on profit, a minimum lumpsum tax reduction of 50% on industrial and commercial professions, and a 20% abatement on the employer apprenticeship tax paid by nationals. Moreover, the possibilities of benefiting from the facilities defined in the investment code are not satisfactory. In fact, beyond the capacities of the entrepreneur to prepare the authorisation request, there is also the issue of the bank commitment and collateral requested from the investor.

645. The mission appreciates the progress made by the public authorities in facilitating the registration of companies through the establishment of institutional and financial mechanisms intended to support enterprises in general and particularly those of young people, women and even operators in the informal sector. It concerns, notably, CEFORE, which enables young promoters to obtain all the authorisations in less than 15 days, but also the different funds listed above as regards the one-stop shop.
646. **The informal sector.** The Burkinabe informal sector has important economic and social weight. In Ouagadougou, 70% of the jobs are in the informal sector and it employs more than 46% of active women. The informal sector is complex, and sometimes mystifying, in its magnitude and range of activities. It develops almost as a survivalist strategy in the face of institutional constraints caused by administrative bottlenecks and excessive regulation. It often resorts to self-funding because it is unable to access funding from the formal financial sector. Recent data shows that the informal sector contributes 30% to the country's GDP and creates 70% of nonagricultural jobs in the country. Its operators vary in size and range from street vendors to well-known major commercial enterprises, although they have no trade registers.
647. As a vector of commercial activities often involving fraud or the sale of products that have passed their use-by dates, the informal sector often fills the vacuum created by the gradual disappearance of a system of traditional family solidarity and the absence of the social security expected in a modern social system. The Burkinabe government has decided to make the informal sector a priority in its policy of providing assistance to promote small enterprises in its bid to fight against poverty. Hence, each year, it awards a *Grand Prix* of the informal sector that aims to stimulate competitiveness in this sector by emphasising hygiene, security and occupational health. The prize-winning enterprises are those that have managed to create jobs, to honour their tax and social obligations, and to excel to the point of leaving the informal sector. The Department of Support and Monitoring of the Informal Sector heads the adjudicators who award this prize.

648. In a bid to modernise the sector, the state had decided to exclude the informal sector from competing on public markets. It later rescinded its decision, probably yielding to pressure from interest groups and because it realised that the sector can supply goods and services to the decentralised centres where there are very few formal enterprises.
649. Even though it has a very high turnover, and even if one takes poverty reduction strategies into account – especially at the level of the Department of Support and Monitoring of the Informal Sector in the Ministry of Youth and Employment – the sector is relatively unorganised and not well known.
650. **Entrepreneurship and gender.** Burkinabe women are very active in the crafts industry, in formal and informal trade, and in managing small production units for vegetable oils like groundnuts, palm cotton oil and shea-butter. They are also active in the wholesale and, especially, in the retail trade. They face the problems about access to credit that are common to all African women. Their difficulties in accessing credit arise from cultural problems. These also make it difficult for women to show initiative. The government, aware of the constraints facing women, has created several structures to support women's enterprises. These include the *Fonds de Soutien aux Entreprises des femmes*, the FAARF and the *Fonds d'Appui au Secteur Informel* (FASI), where women are highly represented. Several bilateral and multilateral donors are funding income-generating activities undertaken by women, and micro-finance institutions (MFIs) are particularly interested in funding women's micro-enterprises. The *Caisses Populaires* are especially popular among MFIs. They have adopted a policy of positive discrimination in favour of women, who can obtain credit based on mutual guarantees by members of associations or groups of producers. The main handicap facing women's enterprises is the lack of training, often because of their illiteracy.
651. **The cottage industry.** The cottage industry is a growth factor in Burkina Faso, given the ingenuity of its artisans. According to the 2006-2007<sup>20</sup> edition of the *Economic and Social Data of Burkina Faso*, the sector employs about 30% of the nonagricultural labour force. About half of them are women. Micro and small enterprises make up 90% of the industry. Their structures comprise a manager, a worker and one or more apprentices. It groups formal and informal enterprises and it is particularly difficult to distinguish between them. The Burkinabe cottage industry comprises two main components. These are the art cottage industry and the utility cottage industry. They cover the blacksmith and associated metal trades, arts, services, hides and skins, precious metals, building and land, wood and straw, textiles and clothing.
652. The craft enterprises are facing some difficulties:

<sup>20</sup> CCIA-BF, *Economic and Social Data of Burkina Faso*, 2006-2007 Edition (*Données économiques et Sociales du Burkina Faso*, Edition 2006-2007), Page 55.



- Low levels in innovation and in the diversification of products, associated especially with the mentality of those artisans who continue to practise inherited trades.
- The general economic conditions, particularly in the prices of raw materials, the market, unvarying sources of income, and others. These compel artisans to adopt survivalist strategies that make it difficult to manage well and to sustain enterprises.
- The small craft enterprises that choose to formalise themselves and try to industrialise. They often face competition from the informal sector or even from groups that receive government assistance within the framework of the fight against poverty. These enterprises also face competition from the major enterprises, particularly the public enterprises. Some senior officials in the administration also hinder them by withholding information.

**Good practice no. 5.1: The GODE Craft Production Unit (UAP)**

The government created the GODE ('festive cloth' in the Moor language) UAP in 1987 to enhance the value of national products. It was established together with three other projects that have unfortunately closed down.

Its objectives are to:

- Create jobs for women.
- Develop the Burkinabe cultural heritage by improving the Faso Dan Fani cloth.
- Produce and market Faso Dan Fani cloth.

The UAP manufactures scarves; handbags; blankets; vests; clothes for men, women and children; and tablecloths. It offers jobs to 20 women who weave and produce clothes on order or to supply shops. Three agents from the Ministry of Social Action and National Solidarity supervise the craft unit. Its grant of CFAF 2 million in 1987 (excluding the salaries of the supervisors) has decreased. In 2007, it covered only rent, water and electricity payments. The women weavers are paid by the piece. They donate between 10% and 20% of the proceeds of the sales of cloths and other products to fund supervision. When there are many orders they subcontract the work to family members or to third parties, thereby creating jobs. In 2007, its turnover amounted to CFAF 70 million. The manufactured products are sold locally, exported to neighbouring countries or bought by tourists. The project will become autonomous in 2008 and carry all the expenses previously covered by the state. Thanks to the support from ONEA, the UAP has constructed wells for the disposal of chemical products used for dyeing the cloths in order to protect the environment against pollution. The difficulties encountered by the UAP relate to the supply of threads after the closure of the Faso Fani spinning company. This forced the UAP to procure its thread from Mali or Côte d'Ivoire. The UAP has been acknowledged by several organisations that recognise the quality of its products. It has been awarded:

- The Best Ouaga 96 Cloth Award.
- 2nd TV5 CIRTEF SIAO 1998 Prize.
- 1st SIAO 2000 Textile Prize.

- 2nd UNESCO SIAO 2000 Prize.
- 1st SIAO 2004 Textile Prize.

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653. **The cotton sector.** The cotton sector has considerable weight in the national economy, since cotton is cultivated by more than 200,000 people. It is a source of income for about 2,000,000 people, contributes more than 15% to the country's GDP and about 70% to export earnings, if we add the export of cotton fibre to those of manufactured products.<sup>21</sup> Any reduction in the prices paid to cotton farmers affects their incomes and may cause socio-political tension. The challenges facing cotton go far beyond the negotiating capacity of Burkina Faso alone, especially if these negotiations are only about the better treatment of farmers in developing countries. The cotton-producing industrialised countries still subsidise prices and are, therefore, insensitive to the pleas of developing countries. It is therefore important for WAEMU countries to devise joint ventures, focused on improving the value of the cotton industry, to create textile factories. These will achieve economies of scale and enable WAEMU countries to compete with products from other countries of the world, especially the Asian countries. The CRM felt that Burkina Faso and other cotton-producing countries of West Africa should pay particular attention to this possibility.

#### Box no. 5.1: Cotton: Urgent need for a collective strategy

The security situation in Côte d'Ivoire, where Abidjan is the only maritime outlet, has compelled the Burkinabe cotton industry to export through the ports of Cotonou, Accra or Lome. This has resulted in an extra cost of CFAF 25 per kilo and a loss of about CFAF 4.2 billion to Burkina Faso.

According to UNIDO<sup>22</sup>, less than 5% of the raw cotton in WAEMU countries was processed in 2000. In contrast, the entire crop of raw cotton is processed in China, Turkey and Pakistan. Most of the 40 enterprises operating in the cotton sector are organised so that the state provides the seeds, the credits and the support services. Public enterprises purchase and spin the harvested cotton to sell later on international markets. Most of the WAEMU cotton is currently tested manually according to two or three parameters, while the most sophisticated tests contain seven parameters. In WAEMU, only Burkina Faso and Benin have this technology. This lack of capacity to analyse cotton fibre results in nearly a 5% drop in prices. It might also cause contamination during spinning and analysis. This, in turn, may cause the value of cotton to fall by 20%.

Despite the deficit accumulated by the three cotton companies, amounting to over CFAF 40 billion, production continues to increase. In the 2006-2007 farming season, the three companies produced a total of 804,000 tons from a cultivated area of 713,000 ha. In the

<sup>21</sup> CCIA-BF, *Economic and Social Data of Burkina Faso*, Table 7-6-1-1.

<sup>22</sup> <http://193.138.105.50/fr/doc/29746>

previous season, the cultivated area comprised 657,000 ha and produced 718,000 tons. The output per hectare thus increased by 0.19 tons in 2006-2007.<sup>23</sup>

654. **The mining sector.** The mining sector has significant potential. This is shown by the excitement craze among the major mining companies, which already have, or are negotiating for, concessions to exploit deposits of gold and manganese. Three private mining companies – *Société des Mines de Taparko* (SOMITA), *Société des Mines d'Or de Kalana* (SOMIKA) and the Burkina Mining Company (BMC)<sup>24</sup> – have been created. They operate under Burkinabe law and 10% of their shares belong to the state. Three others were negotiating with the government to obtain permits for research and to exploit the gold and zinc deposits in the country. These major companies will probably cohabit with the thousands of gold prospectors who do not have much respect for the environment. The government should regulate the sector to protect the environment and to provide services that prevent violations of environmental protection laws through adequate financial and human resources.

#### **A few mechanisms to support the private sector**

655. The **CCIA-BF**. CCIA-BF was created in 1948 as the professional public organisation to be the interface between the public and private sectors. It falls under the joint control of the Ministry of Trade and Industry and the Ministry of Finance, but enjoys autonomy in its work. Its mission is: (i) to provide information to its members and third parties through its documentation centre; (ii) to manage vocational and training schools for future senior managers in the public and private sectors; and (iii) to manage infrastructures to support the economy, such as warehouses within the country and in the ports of transit countries, including Tema, Abidjan, Loma, Cotonou and soon Dakar. Its management bodies comprise an assembly of 85 members and a bureau of 13 members which elects a chairperson for five years. The CCIA-BF organises several training and information seminars on problems affecting the economy in general and the enterprise sector in particular. It contributes to the prevention or resolution of conflicts between the administration and the private sector. It manages the arbitration centre and the *Maison de l'Entreprise*, which is the branch responsible for facilitating enterprise creation, and sits on several committees, including the finance and investments committee.
656. The **Maison de l'Entreprise**. While acknowledging its contribution to the improvement of the business environment, some enterprises regret that the *Maison de l'Entreprise* sometimes takes a lot of time to respond to their requests, especially to refund expenses incurred.

<sup>23</sup> Patrick Descombes, 2008, *Une longue marche pour le respect*, édition South North Com.

<sup>24</sup> Sectoral Commission and Theme, 'Promotion of the private sector and competitiveness. Report on implementation of the Programme of Action', from the 2006 PRSP (provisional report), March 2007.

657. **One-stop shops.** The objective for establishing one-stop shops is to bring national funds closer to the greatest number of beneficiaries. These shops group four funds of the Ministry of Youth and Employment:
- The *Vocational Training and Apprenticeship Fund (FAFPA)*. This fund subsidises up to 75% of approved training activities and 25% of investments for approved training equipment. The efficiency of this fund depends on the quality of the authorised training organisations.
  - The *Fonds d'Appui à la Promotion de l'Emploi (FAPE)*. The interest rate applied by this fund depends on the sectors of activity. It ranges between 8% for agricultural production and 12% for trade, construction and public works. A guarantee is generally needed to qualify for this fund.
  - The *FASI*. Its loans, granted for a maximum period of five years, attract an interest of: (i) 13% for trade, services and handicraft; (ii) 10% for agriculture and cattle breeding; and (iii) 4% for the profitable activities of disabled persons.
  - The *FAIJ*. This fund prioritises young promoters who have just graduated from entrepreneurial training schools and those searching for a first job. The grants, awarded for a maximum period of five years, range from CFAF 250,000 to CFAF 1,000,000. The interest rate ranges from 4% to 6%, depending on the sector. The interest rate is 4% for young disabled persons in all sectors.
658. The *Conseil Burkinabe des chargeurs* coordinates the transport chain, a critical component of a landlocked country. It ensures that products are supplied to the country at the best prices, that there is security, and that they are quality products. The council intervenes to facilitate transport and its related procedures. The main difficulties encountered by the council include: (i) the lack of resources, despite support from the World Bank; (ii) the high cost of handling containers, caused by monopolies; (iii) harassment at ports and lack of respect for international transport agreements and accords; (iv) deterioration in the conditions of roads; and (v) road checks and other irritations on the roads. The council helped to establish methods of monitoring abnormal practices associated with the movement of goods into or out of the country.

#### **Private sector developmental policy**

659. The government has just introduced a developmental policy, focused on a programme of reforms, for the private sector and intends to implement it to support the poverty reduction strategy. The Private Sector Development Policy Letter, dated 13 November 2002, specifies the number of reforms already made and the nine main principles of the policy. These are: (i) to improve the legal environment for business; (ii) to continue withdrawing from public enterprises; (iii) to strengthen capacity in enterprises; (iv) to develop private-sector support institutions; (v) to develop the potential of the agricultural,

agro-industrial and cattle breeding sectors; (vi) to fund the private sector; (vii) to develop infrastructure; (viii) to encourage the creation and protection of jobs; and (ix) to develop the mining sector.

660. Several sectoral federations deplored the lack of support and assistance from the government. The officials of these federations affirmed that only export enterprises attract the attention of the public authorities, whereas local products intended for the local market are relatively neglected. This bias leads to preference being given to big enterprises, to the detriment of small ones.
661. The CRM felt that the Private Sector Development Policy Letter was based on a detailed analysis of the challenges and constraints confronting the private sector and thought that the envisaged developmental strategies are good. With regard to funding the private sector, the document proposes to search for long-term resources for funding investments without specifying the decisions already taken or that need to be taken to mobilise resources.

#### **The banking system and access to credit**

662. Banks and financial establishments normally provide credit. The Law on Banking Regulation and the convention on the creation of the WAEMU Banking Commission. give the legal framework for bank operations. The BCEAO, represented in each member state, is the main financial instrument of the commission.
663. Banks and financial establishments have a statutory body known as the Professional Association of Banks and Financial Institutions. It comprises 11 banks and five financial establishments. The 16 establishments yielded CFAF 835,219,000,000 in 2006, compared to CFAF 690,387,000,000 in 2004. This is an increase of 20%. Its total capital is CFAF 33,963,000,000 and foreign investors hold 58% of the shares. Capital in financial establishments amounts to CFAF 3,600,000,000. Here, foreign capital represents CFAF 559,000,000, or 1.86%. Consequently, with a consolidated percentage of 54%, foreign capital dominates the banking sector. The state is not a majority holder in any of the banks or financial establishment, and its shares are equal to those of national and foreign private investors in the International Bank for Commerce, Industry and Agriculture of Burkina (BICIA-BF).<sup>25</sup>
664. Banks should, through the BCEAO, increase their current minimum equity of CFAF 1 billion to CFAF 10 billion to consolidate their financial base. There should be an intermediate stage of CFAF 5 billion in 2010. The minimum equity of financial establishments, which is probably fixed at CFAF 300 million, should be increased to CFAF 3 billion, with an intermediate stage of CFAF 1 billion in 2010. Some banks and financial establishments have already reached, or even exceeded, these limits, while others should increase their capital by eventually resorting to external participation. This seems feasible given the interest aroused by the Burkinabe banking sector in major

<sup>25</sup> Source: APBEF-B, Table of Credit Institutions as approved on 31 December 2006.

banks in industrialised countries and even in African countries like Nigeria, Libya or Morocco.<sup>26</sup>

665. All stakeholders, in Ouagadougou and in the regional capitals of the country, complained about the difficulties faced by SMEs, especially those operating in the informal sector, to access bank credit. They mentioned the exorbitant collateral conditions imposed by the bankers, the high interest rates and the extremely short repayment periods. These complaints confirm the CSAR conclusions. Taking into account the complaints made by many small economic operators about banks, which they accuse of not providing adequate support to enterprises, the CRM met with the representatives of banks and financial establishments. The CRM observed that:
- There is sometimes fierce competition between banks for efficient frameworks, deposits and good clients. Interest rates for the best clients may be 6% as against an average of 14%.
  - Banks reject the funding applications of many SMEs, especially family enterprises, because, in most cases, the BCEAO would not refinance the credit requested as the management structures of these enterprises are absent or inadequate. Most of them do not do regular accounting.
  - Inadequate knowledge, in many enterprises, about management. This makes business relations between banks and their clients difficult.
666. The mission also observed that, apart from the International Bank of Burkina (BIB), the banks do not have branches in most of the provincial capitals. They justify their absence in areas other than Ouagadougou and Bobo-Dioulasso by the lack of infrastructure like electricity and telephone links. However, they acknowledged that the conditions have been met to enable them to open branches throughout the country. They also emphasised that the percentage of bank account holders in Burkina Faso, estimated at 7%, is higher than that of other WAEMU countries, which is estimated to be less than 4%.<sup>27</sup>

#### **Micro-finance**

667. After 20 years of experimentation and construction, the micro-finance sector in Burkina Faso began an expansion phase in the 1990s. This led to four main types of institutions being established: (i) savings and credit mutual associations or cooperatives, with more than 60% of the market; (ii) direct credit structures; (iii) projects, NGOs or associations with credit components; and (iv) national funds.
668. Five groups of stakeholders operate in the sector. They are: (i) the state; (ii) the BCEAO; (iii) a professional association of MFIs; (iv) MFIs; and (v) the different TFPs. The sector is organised around a professional association

<sup>26</sup> *Marchés Africains*, Special Issue Occasional Paper No. 4, Burkina Faso.

<sup>27</sup> *Marchés Africains*, Special Issue Occasional Paper No. 4, Burkina Faso, Page 71.

called the Professional Association of Micro-Finance Institutions in Burkina Faso (APIM-BF).

669. Law 59/94/ADP of 15 December 1994 – on the regulation of mutual benefit savings, credit institutions and cooperatives – governs the micro-finance sector. An order, dated 1 August 1995, implements the law in all WAEMU countries. The *Direction Générale du Trésor et de la Comptabilité Publique* controls and supervises the sector. The Policy Document and Implementation Logical Framework, published in November 2005 by the Ministry of Finance and Budget, defines the National Micro-Finance Strategy. It acknowledges that micro-finance is an important lever in the national fight against poverty, while strongly supporting the domestic economy. The MFIs are more active in the rural areas and in funding informal-sector enterprises and SMEs. The CRM analysed all micro-credit institutions dominated by many savings and credit cooperatives. The figures given, as on 31 December 2004, show that the MFIs mobilised savings estimated at over CFAF 30 billion. Loans granted by MFIs represented about 6.2% of all loans in the financial system. The CRM was, however, informed that the interest rates applied by MFIs are prohibitive. They range between 25% and 45%, and repayment periods rarely exceed 12 months. MFIs offer a range of financial products and services. They fall mainly into two types: savings and credit. Insurance and transfer services have now been added. Among the major constraints and weaknesses mentioned in the CRM report are insufficient and inadequate resources for funding medium and long-term activities.
670. In addition to the strong support, through the funds allocated to it by the Treasury, the micro-finance sector receives external technical and financial support through the Programme to Strengthen the Micro-finance Sector (PRESEM). This support, covering the period from 2005 to 2009, is estimated at US\$3.6 million. It comes from international organisations, including the UNDP, the United Nations Population Fund (UNFPA), the World Bank and the ADB.<sup>28</sup> Several community and national texts regulate their interventions.
671. The MFIs are increasingly resorting to bank funding. However, the volume of bank loans represents only 4.6% of the resources of MFIs. Banks are under-represented in the funding of lending activities of MFIs. The risks on one MFI are considered as important and the banks do not know the sector well. Lending operations of banks attract VAT, unlike lending operations between the MFIs and their clients, which are exempted. The most important FMI is constituted by the RCPB.
672. Given their size and/or specific features, some institutions (especially the RCPB) grant loans for periods exceeding 36 or 60 months. The size of the loans generally depends on the nature of the credit and varies between CFAF 10,000 and CFAF 3,000,000. The nominal interest rates vary between 10% and 24%.

<sup>28</sup> Gouvernement of Burkina Faso, UNDP/UNFPA, PRESEM.

673. The number of direct beneficiaries of MFIs is constantly increasing, and increased from 111,504 in 1994 to 601,983 in 2002. This is an increase of 439.8%. The beneficiaries include more than 25,000 professional groups and moral entities. If there are 20 persons in each group, the number of Burkinabe clients of micro-finance can be estimated at more than 1 million people. Based on this estimate, the penetration rate represents about 26% of the total labour force. Women are the privileged clients of direct credit institutions and projects with a credit component. They represented 51% of the total number of direct beneficiaries in 2002.
674. Micro-credit implies high interest rates and equally high costs for paperwork and studies. Moreover, micro-credit institutions also require guarantees. The Association of Women Heads of Enterprises has been trying to grant this guarantee to its members.

#### Good practice no. 5.2: The RCPB

The RCPB was established in 1972 with the support of the Canadian International Rural Development Company, now known as Compagnie International Desjardins. It has continued to grow and expand. Its mission is to contribute to improving the living conditions of the people of Burkina Faso by:

- Mobilising local savings.
- Developing reliable and lucrative savings and credit cooperatives.
- Promoting accessible and appropriate financial services.
- Ensuring democratic administration and management according to cooperative rules and principles, and respect for people.

The RCPB is the largest micro-credit institution in the country. It has 101 legally established banks, 150 distribution points, 522,000 members and an impressive 1,100,000 customers, 30% of whom are women. It has a permanent staff of 750, 70% of whom are also women. The network is represented in 43 of the country's 45 provinces and plans to cover all provinces by 31 December 2009. As at 31 December 2007, the amounts deposited at the network's banks amounted to CFAF 40 billion, while the credit outstanding was CFAF 30 billion, 28% of which was granted to women. The women benefit from a special programme called *Caisses villageoises*, whose cumulative credit granted on joint guarantee is about CFAF 6 billion. About 100,000 women benefit from this scheme. Apart from the special 'women's window', the RCPB grants the traditional types of credit (consumption, agricultural, commercial and community credits, which are granted to groups) and specific credits (to entrepreneurs, to mutual guarantee companies and to subsidiaries). The network's strength lies in its decentralisation of routine management decisions within a framework of common criteria and methods of operation set by the holding organisation and its recruitment of managerial staff through specialised recruiting firms. About 26% of the women occupy managerial positions. The network uses an efficient computerised system which is applied to all banks in the network and has an ongoing training programme to upgrade staff skills. The average interest rate for long-term credits (more than 13 months) is 8.75%, while the short-term credit (fewer than 13 months) is 9.75%. The guarantees accepted could be real guarantees, or vehicle registration numbers and livestock, according to the assessment of each bank. As at 31 December 2007, credits pending for more than 360 days account for only



0.12% of the credits outstanding. This is an exceptional performance.

### Insurance

675. Burkina Faso has 10 insurance companies. Six of them deal with fire, accident, miscellaneous risk and motor insurance. The other four work in life insurance. There are also about 20 general insurance agents and nine brokerage firms. The insurance stakeholders met by the mission would like the authorities to pursue the introduction of specific taxes for life insurance in order to promote long-term savings. The 2007 finance law provides for pre-tax deductions on insurance premiums for end-of-service benefits, death and disability subscribed by a company to an insurance firm established in Burkina. The stakeholders would also like government to:
- Reduce the tax on the examination costs of contracts (1.5%), irrespective of the area of insurance.
  - Totally or partially deduct premiums paid voluntarily by individuals to life insurance companies to build pensions in order to include taxpayers with incomes from sources other than salaries.
  - Deduct premiums paid by companies to insurance firms in order to guarantee staff increased pensions.
  - Introduce a complementary pension scheme by opening up capital to private life insurance companies in order to address the constraints of the national social security scheme.

### Special funds

676. The stakeholders, who met in Ouagadougou and in the regions, appreciated the government's initiatives to assist SMEs and micro-enterprises in the formal and informal sectors. However, they regretted that collateral security from credit applicants was required, just as traditional banks demand. On the other hand, these mechanisms are not operational in most regions of the country. Economic operators recognise that they need training to improve their managerial skills and to get a better grasp of how these mechanisms function. Likewise, they need to understand that the credit awarded to them is not a gift.

### The capital market<sup>29</sup>

677. The capital market also finances economic activities in Burkina Faso, although it is not as developed as in neighbouring Côte d'Ivoire. The capital market comprises the money market and the financial market.
678. The WAEMU *money market* was established on 1 July 1975. It is divided into two segments: the inter-bank market, which is reserved for banks, and the

<sup>29</sup> Excerpts from the financial section of *Annuaire Burkinabe de l'Espace financier*, No. 5.

negotiable debt security market, whose purpose is to afford short-term borrowing and lending possibilities to financial agents. The financial market securities circulating in the latter segment are public securities, commercial papers, deposit receipts, financial institution bonds and regional financial institution bonds.

679. The *financial market* is the other segment. The Council of Ministers established it on 17 December 1993. Its actual operations started in September 1998 with the launch of the BRVM. Its headquarters are in Abidjan. The financial market was boosted in July 2001 by the adoption of Regulation 06-2001/CM/UEMOA for the issue and placement of Treasury bills, securities and loans by auction.
680. **Regulations governing the capital market.** Community regulations govern the capital market, just as in the financial system. Concerning the money market, the texts explaining the mechanism and functioning are mainly composed of Notice 96/01/MM, which spells out the regulations governing money market mechanisms and operations on the regional auction market, and Regulation 06/2001/CM/UEMOA, which controls the public securities auctioned by WAEMU member states and their related instructions. Regulation 96/03 establishes the operational principles for other marketable instruments.

#### **Access to land**

681. The 1983 regime drafted the latest legislation on land in the country, Act 014/96/ADP of 23 May 1996. Subsequently, provisions to break the state's monopoly on land were introduced, but the act is still being reviewed. In principle, however, the state remains the owner of all the land. Women and the youth still have limited access to land because of weighty social and traditional procedures. Compounding this issue are problems about irrigated areas, where legislation prioritises public investment. Smallholders get very little consideration.
682. Title deeds are not in common use and banks complain about the lack of, or inadequate, legal protection for their loans. The complexity of the land issue stems from the coexistence of modern and customary systems and even Islamic influence at times. This is difficult because modern land legislation is based on the model of private property, while the customary system is based primarily on accumulated property rights. The 'Doing Business' report for 2008 notes that property registration is one of the constraints to promoting business in the country. The government has, however, set up a one-stop shop to register land for enterprises within a shorter period.

#### **The corporate tax system**

683. Each year, the budget act specifies the country's tax system. It amends the range or rates of taxes or levies due the state or to its divisions.

684. The 2006-2007 issue<sup>30</sup> of the CCIA-BF document contains economic and social data on Burkina Faso. It provides the following list of taxes and levies: (i) direct tax; (ii) fixed trade tax; (iii) indirect tax; and (iv) tax on the right to use and enjoy property. The 2007-2015 strategic plan<sup>31</sup> aims to raise the tax burden to 17% of GDP from 2011, compared to 12% in 2006. This will be a heavy burden on a cash-strapped economy. At the seventh annual meeting between government and the private sector, held in Bobo-Dioulasso on 28 September 2007, the private sector noted the difficulties it was facing in coping with the harsh business climate at the fiscal level. These were:

- A heavy tax burden on formal-sector enterprises.
- Complicated tax payment procedures that penalise taxpayers heavily.
- The restrictive nature of the tax system for new enterprises. This is not attractive for many sectors of activity compared to the facilities granted to other countries in the subregion.
- High customs duties and high taxes on production tools, such as computer equipment, and heavy machinery.
- Failure to implement the decision to reduce the deposit on the tax on Industrial and Commercial Profits (BIC) from 2% to 1%, and the introduction of a 5% BIC levy on the informal sector and on individual activities.
- The high tax on health insurance. This prevents people from taking advantage of it.
- Lack of transparency in government services. This makes it difficult for users to understand how documents are processed.

685. The private sector proposes:

- Reducing the different tax rates, namely tax on Income from Transferable Securities (IRVM) from 15% to 10%, the tax on BIC from 35% to 25%, and cancelling the 5% deduction at source of turnover. All of these will help to boost savings and investment and to increase the self-funding capacity of enterprises.
- Simplifying tax payment procedures by modernising methods such as computerising the payment system, payment through bank transfers and by streamlining formalities.

<sup>30</sup> CCIA-BF, *Economic and Social Data of Burkina Faso*, 2006-2007 Edition, Table 8-3-1, Page 145.

<sup>31</sup> Ministry of Economy and Finance, General Tax Directorate, Tax administration modernisation project, 2007-2015 Strategic Plan of the Tax Directorate (DGI), June 2007.

- Enacting new finance laws to exempt newly-established enterprises from the trade tax during their first year and from the poll tax during the first two years.
  - Exempting production equipment from customs duties.
  - Deleting Article 520 from the new tax code.
  - Exempting, from all taxes, the registration of leases, subleases and extension of movable property that are subject to VAT.
  - Reducing conveyancing taxes and making property transfers free.
  - Issuing tax clearance certificates without mentioning the name of the recipient or the purpose, as is done by the CNSS.
  - Establishing the Tax Consultative Committee and considering the opinions of the private sector when preparing finance legislation.
  - Harmonising the taxes applicable to national and foreign experts, and those of insurance companies, banks and pharmaceutical firms, to make them consistent with community provisions.
  - Reducing the tax applied to health insurance from 12% to 2%.
  - Ensuring transparency in the services rendered by government in order to optimise the use of resources at all levels.
686. In a bid to involve other stakeholders in discussions on fiscal issues, the government established the National Tax Commission. It comprises several members from the administration, various professional bodies and organisations. The decree dated 5 October 2005 does not specify the kinds of decisions that may be taken by the commission. This led the CRM to believe that its role is purely consultative.
687. The informal sector is subject to a tax called 'informal sector contributions'. This is calculated using an estimate of the turnover made, or to be made, by informal sector taxpayers during a given period.

#### **Investment code**

688. Burkina Faso has mechanisms to encourage both domestic and foreign investors. One of them is the investment code. It has six specific schemes. Three of them are for the production, preservation and processing enterprises, two are for service providers and one is for export companies. To improve the incentive to invest, a new investment code was introduced in 1995 and a mining code was introduced in late 1997. Any enterprise wishing to benefit from any of the schemes must send an application to the Ministry of Industry. Currently, recipient enterprises are entitled to general guarantees, tax holidays and exemptions from customs duties. Burkina Faso joined OHADA in 1998.

The objective of the treaty establishing OHADA is to address the problem of legal and judicial insecurity in member state as a result of the weak administrative capacity of member states and the obsolete legislation in force, some of which dates back to the colonial era. To date, OHADA has adopted seven common legislative texts called the 'Uniform Acts' on commercial companies. Burkina Faso has had to revise some of its legal texts after adopting these acts.

**Business climate**

689. Burkina Faso is considered by some as a country that has a clear vision for its developmental direction in general, and for its development of business in particular. They think that the country facilitates the establishment of business. Proof of this is the country's performance in the agro-industry export market. However, recent assessments made by international institutions contradict this. The 'Doing Business' report for 2008 ranks Burkina Faso at 161<sup>st</sup> out of 178 countries. This is an improvement of four points over 2007. The same report ranks the country 169<sup>th</sup> on the criteria for dealing with licences, 170<sup>th</sup> for property registration, and 170<sup>th</sup> for trading across borders. The country improved its score for starting a business from 130 to 105, a 25-point improvement.
690. While recognising that firms generally operate in a good macroeconomic environment in Burkina Faso, the 2006 World Bank report on the investment climate in Burkina Faso is rather critical of the competitiveness of Burkina's industry. Its total productivity is 27% that of Senegal's, 22% that of Cameroon's and 16% that of Kenya's. While its median productivity in the manufacturing sector exceeds that of Benin, it is 4.5 times lower than that of South Africa and 5.1 times lower than that of the city of Hangzhou in China. As a member of ECOWAS and the WTO, Burkina will face competition not only from products from the region or the continent but also from distant countries which are already competing with local industry. The CRM believes that the measures taken by the government since 2006 will improve the country's business climate immensely, resulting in a much better ranking for Burkina Faso.
691. Although the investment code provides for a number of facilities and advantages for investors, obtaining such facilities remains an uphill task. Preparing an authorisation document can drag on for a year and requires the help of a consultancy firm.<sup>32</sup> One of the SMEs informed the mission that, in addition to paying consultancy fees, it had to pay CFAF 3 million to buy land in Ouagadougou's industrial area. In the end, it was left with insufficient funds to build its factory on the land. It was also not able to obtain the guarantees needed for its investments, as is required by the investment code. Consequently, this company runs the risk of losing its land if it is unable to build on it.
692. For small enterprises in the agro-industry sector, the profit margins are low because of the relatively low living standards of the people and competition from imported goods. Efforts made in hygiene and quality often do not pay off as no national label exists to distinguish one product from another and to promote enterprises which make the effort to formalise their activities.

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<sup>32</sup> In the case of a company met during the mission, this document cost nearly CFAF 700,000 – 20% of which had to be paid by the company.

**Public/private partnerships**

693. An annual meeting, under the distinguished patronage of the President of Burkina Faso, is organised between the government and the private sector. There, the challenges and constraints facing the private sector are addressed in a transparent manner. This initiative helps to create an atmosphere of trust between the public and private sectors, and allows the private sector to participate in the development of major development objectives for the industrial and commercial sectors. The mission reviewed reports of similar meetings held in 2006 and 2007. The sector constraints and opportunities were thoroughly reviewed at these meetings. For instance, when the state holds minority shares in companies, such as in the banking sector, it must play its role as shareholder and not that of the regulator of economic activities.

**Privatisation**

694. The privatisation process started in 1991 after efforts were made to change the country's economic system to a market economy as part of a new liberalisation policy. A decision was taken to privatise several state-owned enterprises partially or totally. In the light of Act 35/94/ADP, on the general conditions for the privatisation of state-owned enterprises, government is pursuing the implementation of its privatisation and public enterprise reform programme. The main objectives of the privatisation programme are to:
- Disengage the state from the production sectors and to improve competition.
  - Enhance the private sector's role in the economy.
  - Reduce the state's expenditure and improve public finance.
  - Improve the management of enterprises in which the state has shares and to improve their performance.
  - Improve the competitiveness of the economy and reduce the cost of inputs.
695. Twenty-eight enterprises had been privatised by April 2007.<sup>33</sup> Another 19 were still operating as public enterprises. A department responsible for privatised companies has been established within the Public and Semi-Public Enterprise Inspectorate (IEPP) to:
- Build a database of privatised enterprises.
  - Produce statistics on privatised enterprises.
  - Monitor and assess the performance of privatised enterprises.

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<sup>33</sup> IEPP, Mission report on privatised enterprises.

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- Draw up periodic statements on these enterprises for government's information.
  - Identify the main difficulties encountered so that appropriate solutions can be found.
696. Six methods of privatisation were applied to the 28 enterprises involved. They are: (i) transfer shares; (ii) transfer assets; (iii) increase capital; (iv) work concessions; (v) sales; and (vi) lease management. According to the report, some companies were merged or liquidated, 28 companies were privatised and 19 were still carrying out their activities. The buyers of privatised companies were supposed to make contractual commitments in terms of investments and staff management. However, many of these buyers did not honour these commitments. The report further stated that the 2005 fiscal year report for 11 privatised companies declared a turnover of CFAF 105 billion, a decline from 2003. Four companies which experienced a slight improvement were Burkina Shell (petroleum), *Société Nationale de Transit du Burkina* (SNTB, which relates to transport), *Société de Production D'alcools* (SOPAL, which relates to alcohol) and *Société Tan-Aliz* (which relates to leather works, hide and leather exports).
697. The privatisation exercise was highly criticised by national trade unions. Six unions accused government, in a document published in December 2001, of a lack of transparency in selling state property. They also lamented the massive retrenchments by the buyers of the privatised enterprises, the liquidation of some companies, and state property that was sold at reduced prices. They quoted the example of the transfer of *Cimenterie nationale du Burkina* (CIMAT), whose posted price was CFAF 1,299,200,000. It was, in fact, sold for CFAF 450 million, one-third of its value. The unions even gave the names of buyers of several privatised enterprises, saying that some Burkinabe were guilty of conflicts in interest. By boldly giving out the names, these unions accepted full responsibility for their assertions. The CRM believes that government should clarify the situation and set the record straight with the unions and the public.
698. Apart from *L'office National des Télécommunications* (ONATEL), banks and hotels, the privatisation of other large companies also had difficulties. They were caused by:
- The persistent difficulties with the procedures for exchanging and obtaining 'no objection' notes from partners.
  - The slow pace of the preparation and approval of contractual arrangements for recruiting consultants and/or consultancy firms.
699. Major privatisation operations still to be carried out are:
- The *Société nationale Burkinabe d'électricité* (SONABEL, the national electricity company).



- The *Société nationale Burkinabe des Hydrocarbures* (SONABHY, the national hydrocarbons company).
  - The *Bureau des mines et de la géologie du Burkina* (bureau of mines and geology).
  - The Ouagadougou and Bobo-Dioulasso international airports.
  - The vehicle control centre.
  - The Silmande Hotel company.
700. ONATEL, the national telecommunications company, was privatised in 2006. A private buyer bought 51% of the capital and 20% was sold in public sales. Despite all the precautions taken by government, most of the buyers of state enterprises failed to meet their commitments and did not adhere to terms of reference. Many of these companies, which constitute the core of Burkina Faso's industry, are currently facing serious financial problems and are fighting for the survival of their companies.
701. The privatisation programme should be completed in 2011. Government has also conducted a campaign to inform the public and create awareness about privatisation operations. A study of the privatisations that took place between 1991 and 2004 should have started in 2005, but this study was not done. The problem was the choice of consultant to conduct the study. The period of the study should also be extended to 2008.

#### **Public contracts in the country**

702. Recent reforms in the area of government contracts led to the establishment of a committee on public contracts attached to the Ministry of Finance. A dispute by a participant in a government contract will cause the contract in question to be suspended. Contract award procedures are long, and the procedure for selecting the lowest bidder often affects the quality of the procurement and is a cause for several poorly executed contracts or contracts that are not executed at all. The documents and guarantees required (particularly the technical references, experience, capital, taxes and other tax contributions) penalise young and small enterprises. Committees should investigate and verify the technical and financial capacities of bidders.
703. Moreover, awarding major project contracts and failing to split up these projects into lots systematically rules out the small companies and favours financially sound businesses, which may not necessarily be able to do the work required. Several entrepreneurs met by the CRM said that small enterprises should be promoted by dividing public contracts into lots. Banks should call for fewer guarantees, the information on public contracts should be better disseminated, and parts of contracts should be allocated to enterprises in the region where the work will take place. This approach to public contracts will help to promote small specialised enterprises, to improve the quality of

work completed, to avoid unfair competition from big companies that subcontract, to employ local labour and to promote regional development. Mission members were not aware of a site or journal dealing specifically with public contracts.

704. Although 88% of public contracts may be awarded by competitive bidding, 9% on limited bidding and 3% by private contract, the quality of services and products procured by the state is not always satisfactory. Geographical coverage is poor. Several provinces do not even have bank branches, while the few banks in some of the regions have very centralised activities.

#### **Major difficulties faced by the sector**

705. In addition to difficulties about access to credit and land, complicated tax legislation and complex administration, the enterprise sector has to contend with four major constraints:
706. **Road infrastructure.** The remaining obstacle concerns roadblocks, which slow down the flow of traffic and constitute a source of corruption in countries through which in-bound and out-bound traffic moves. Other problems noted by the CRM are regions like the Mouhoun Loop. They are the breadbaskets of the country, but are completely cut off and have no tarred roads linking them to the major consumer towns of agricultural products or to the Republic of Mali. The CRM was informed that this region would be opened up soon when a tarred road is built to link Dedougou with Koudougou. There are also plans to extend the road to Mali to enable traders to export their goods to the southern regions and to Mali.
707. **Obstacles to the movement of goods.** Apart from the threat of highway robbers (mentioned on several occasions) that the country's security services are trying very hard to control, many barriers on the major highways of ECOWAS countries will be removed. The Burkina Faso Road Transport and Transit Facilitation Committee (CNFTT) has just published a communiqué announcing its full support for the convention on the introduction of a mechanism to guarantee the operations of the Inter-State Road Transit System (TRIE) and for its additional protocol. With the adoption of TRIE by heads of state in 1982, but which had not been implemented, the CNFTT decided to put an end to the malpractices that make road transport in West Africa the most arduous and costly in the world. These malpractices include:
- Several administrative and abuse control points, where illicit funds are quite often collected.<sup>34</sup>
  - Consecutive customs posts scattered across all transit countries.
  - The successive charging of guarantees on goods in transit and the removal of TRIE at each border crossing. These limit the scope of the TRIE card at

<sup>34</sup> Observations of abnormal practices by WAEMU identified between 19 and 25 roadblocks on a good number of interstate highways in the subregion.

the border of the country of origin and is contrary to the spirit of the TRIE convention, to which are added as many charges as the countries crossed.

- Costly customs escorts introduced by many countries to accompany vehicles transporting goods from ports through transit countries to their destination countries.
- Allowing vehicles that damage roads that are funded with difficulty from the country's hard-earned resources.

708. This decision reflects the commitment of all stakeholders in Burkina Faso to apply strictly the conventions signed by the region's economic unions, although other countries do not seem to accord them the same importance.
709. **Energy.** Another constraint to investment and to the development of enterprises is the shortage and high cost of energy. They are obstacles to establishing industrial plants for processing the agricultural products that could be a constant source of revenue for producers. The situation exists throughout the country but is especially prevalent in the Sahel regions, the Mouhoun Loop, Tenkodogo, Fada and the Centre-South. The thermal energy currently being used is already too costly for companies, and petroleum prices could soar, thereby compromising the future of south Sahelian countries that do not produce oil. The high cost of electricity is an obstacle to the competitiveness of Burkinabe enterprises, to investment and to the industrialisation of the country as a whole. The idea of regional cooperation has been raised in the search for alternative sources of energy, such as nuclear energy. The matter deserves the attention of all the countries in the region.
710. **Telecommunications.** Nonexistent or inefficient telecommunications networks constrain investments. Bank representatives stated that the issue hampers their plans for expansion. The CRM noted the strategy document on making the national information and communication development plan operational. It was designed to be a vital instrument for Burkina's transition to an information society. Indeed, the project on the extension of fibre optic cables throughout towns in the country is on course. The CRM believes that these investments will enable government to continue its programme to decentralise commercial and industrial activities. They will also be important in improving the competitiveness of Burkinabe enterprises.
711. **Shortage of long-term resources.** Many sub-Saharan African countries face the problem of mobilising long-term resources to finance the investments of SMEs. This is true especially of those whose development banks were liquidated after the structural adjustment programmes were implemented. The problem is acute in Burkina Faso and is a serious constraint to its policy to promote the private sector in general and SMEs/SMIs in particular. Government recognised the importance of promoting the private sector in a policy letter. It stated the actions government would take to facilitate access to finance. They include introducing appropriate mechanisms to simplify the financial system, with regard especially to micro-finance and institutional and

financial tools, and creating an investment fund to be maintained by public debt swap. The *Société Burkina Assurances Vie* (AGF), in turn, recommends promoting medium and long-term savings by introducing specific taxation for life insurance in order to create long-term savings, vital for the country's sustainable economic development. The CRM welcomed this project and recommended that government and its partners ensure that it is successful.

### iii. Recommendations of the APR Panel

- Continue efforts to integrate the cotton industry, together with other cotton producers in West Africa (government, CCIA-BF).
- Introduce an agreement between micro, small and medium enterprises to enable them to bid for public contracts (government, MPME, CCIA-BF).
- Generalise and decentralise the activities of the *Maison de l'Entreprise* and the *Centre du Guichet Unique* to all the country's regions (government, CCIA-BF).
- Develop alternative energy sources, such as solar energy (government, CCIA-BF).
- Develop the cultivation of dates, Arabica gum and fodder in the Sahel region (private sector, CCIA-BF).
- Make better use of dams by cultivating crops and possibly establishing pilot farms (government, CCIA-BF).

**Objective 2: Ensure that enterprises behave like good corporate citizens in terms of human rights, social responsibility and sustainability of the environment**

### i. Summary of the CSAR

712. The **right to work**. Articles 19 to 22 of the 2 June 1991 constitution are the legal sources of labour law in Burkina Faso. These articles stipulate that everyone has the right to work. The law prohibits discrimination in employment and remuneration by sex, colour, social origin, ethnic group or political opinion. The state must also ensure good working conditions for workers. The constitution also guarantees freedom of association, and unions may operate without constraints other than those provided by law. Article 22 stipulates the right to strike as long as it is exercised within the limits of the law.
713. Law 033-2004/AN of September 2004, on the work code, governs contractual working relations in Burkina Faso. The major areas of the work code are:

- The right to organise.
  - The right to choose one's work freely.
  - The right of children to be free from the worst forms of child labour. This implies that the minimum age for starting work is 15 years. It accords with ILO Convention 138, which was ratified by Burkina in 1999.
  - The right to equality in employment and professions. This means that men and women must be equally remunerated for work of the same value, and that any discrimination based on race, colour, creed or political affiliation must be eliminated.
  - The obligations with regard to individual and collective prevention in issues of hygiene and security.
714. **Respect for the environment and sustainable development.** The CSAR stated that social legislation is limited by the fact that only 10% of the working population is governed by the codes.<sup>35</sup> Burkina Faso has many legislative, regulatory and conventional provisions to protect the environment that companies must adhere to. The key text of this impressive legislation is Act 005/97/ADP of 30 January 1997 on the environmental code. It aims to “establish the fundamental principles for preserving the environment and improving living conditions in Burkina Faso”. Decree 2007-460/PRES/PM/MECV/MFB also governs environmental standards. This decree specifies the specific instruments that guide organisations and persons whose activities have an impact on the environment. Among these instruments is environmental assessment and inspection. Impact studies and notices, environmental audits, eco stocktaking and eco labelling do the environmental assessments. Articles 17 to 24 of the environmental code specify the measures for applying environmental impact studies and notices.
715. According to the CSAR, the Ministry for the Environment has just established a specific body of environmental inspectors responsible for monitoring the implementation of the regulations on the environment. However, this young body is not fully operational and its activities cover only a sample of enterprises at the moment.
716. **Activities of enterprises in relation to the environment.** The CSAR observed that, while companies in Burkina generate pollution (gas emissions, waste and others), not many of them are concerned about protecting the environment in their production activities. However, many stakeholders in this area are fully aware of the threats that their activities pose to the environment.

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<sup>35</sup> Estimate given in the working document of the 7<sup>th</sup> meeting between the government and the private sector, September 2007.

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**ii. Conclusions of the CRM**

717. **Coping with the justice system.** Over and above the difficulties about delays, access and the cost of justice in Burkina Faso, quite often plaintiffs are ignorant of their rights because of their illiteracy. Indeed, the decisions of courts are often not executed. In addition, although the ombudsman, for instance, could play a role in matters relating to public contracts, trade issues are rarely brought before him.
718. The relatively limited number of business affairs, the possibilities of settling problems out of court by using traditional leaders, and the limited resources of the judiciary are the reasons why Burkina Faso does not have a commercial court. However, trade chambers do exist within the courts in Ouagadougou and Bobo-Dioulasso.
719. **Arbitration and conciliation.** The Ouagadougou Centre for Arbitration, Mediation and Conciliation was established in 2005 on the initiative of the Chamber of Commerce, and was officially inaugurated in September 2007. The purpose for establishing the centre was to contribute to improving and ensuring the security of the legal and judicial environments of enterprises in Burkina Faso. It serves as an alternative for conflict resolution. It should also help alleviate some of the problems faced by enterprises in dealing with the courts. Indeed, many economic operators are reluctant to take their private cases to the public courts because of the extremely long delays, the high costs involved and the risk of corruption.
720. **Taxation and the tax burden in the country.** The tax burden is largely borne by a few large companies, while most farmers in the rural areas do not pay tax. Although Burkina's tax burden is roughly 13% (below the 17% fixed for WAEMU countries), all the economic operators complained about the high level of taxes. The private sector had asked that the tax on profits be reduced to 25%, but the government only reduced it from 35% to 30%.
721. According to the private sector, the following aspects on taxation should be reviewed:<sup>36</sup>
- Pre-financing VAT on public contracts and other deductions that are not systematically reimbursed.
  - Too frequent tax audits.
  - Property income tax, which considers lump-sum tax breaks but does not take into account actual management costs.
  - The obsolete nature of some of the tax legislation.
  - Long and costly contract registration procedures.

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<sup>36</sup> Report of the 6<sup>th</sup> meeting between the government and the private sector, 7 July 2006.

- Difficulties in recovering VAT on export services.
  - The restrictive provisions of Article 520 of the tax code.
  - Problems, in some specific areas of taxation, for activities such as building and public works, banks, insurance, transport, industry, craft, pharmacy, IT, livestock and civil engineering.
722. Some people interviewed by the mission said that government needed to introduce taxation that was better suited to the agro-industry sector, which processes local products. In this same sector, the enterprises find it difficult to calculate VAT because they often buy their materials from villages or small markets. Another issue is the television tax that is included in the electricity bills of enterprises.
723. The General Tax Directorate has a strategic plan to modernise tax administration for the period 2007 to 2015. They conducted an awareness campaign in sectors of the economy on taxation in general, and on VAT in particular, between 21 January and 6 February 2008. The exercise took the General Tax Directorate to 30,000 taxpayers, 25,000 of whom were in the informal sector. A standard taxation procedure will soon be introduced, as has been done in neighbouring countries. The General Tax Directorate also has to set up a customer service centre to guide and assist taxpayers.
724. The country has three tax systems. These are (i) the informal sector system, which taxes the annual contributions (which range between CFAF 8,000 and CFAF 400,000) of operators in the informal sector; (ii) the simplified system, where VAT, the tax on profits and the trade tax are paid quarterly; and (iii) the main system, which targets large and medium-sized enterprises.
725. Government increased VAT in 2001. This forced many enterprises operating in the simplified system to shift to the informal sector system. The government introduced a new scale for the informal sector<sup>37</sup> to cope with the losses in tax revenue and in a bid to ensure fiscal justice. The blanket rejection of the 2002 provisions led to the suspension of this scale. After shelving the 2002 tax exercise, in a somewhat improper manner, the tax administration was compelled to find a solution to the problem in order to regularise the status of the informal sector. In 2007, it reduced taxes for the informal sector in terms of the finance law of 2002.<sup>38</sup> Traders were not happy with this tax reduction, but preferred to keep things as they were, that is, according to the 1996 law.
726. With regard to the main system, there is a large taxpayers' office in the capital and another one in Bobo-Dioulasso. The simplified system is covered by the local authorities, and the 54 tax divisions spread throughout the provinces must cover more than 300 communes.

<sup>37</sup> Some enterprises, which were paying CFAF 500,000 under the simplified system, found themselves paying CFAF 100,000.

<sup>38</sup> By applying a reduction of 20%.

727. **State of tax administration.** The tax administration has 1,200 workers. Of these, 300 are contract workers, 300 are inspectors and 300 are tax controllers. These resources are inadequate, and only seven out of 13 regions have regional directorates. The number of staff depends on the size of the tax division in question. The General Tax Directorates aim to ensure that there is at least one inspector, who serves as the head of a tax division, and two tax collectors, one for taxes and the other for state land and land publicity. The directorates also have verification squads.
728. The tax recovery procedure sometimes turns into a forced recovery process. This entails seizing or closing down companies with the help of the police. A claim, or automatic right of appeal, does not mean that the payment of taxes is suspended. However, in the event of a dispute, payment is rarely made and the tax administrators show some tolerance. Officers in the General Tax Directorate said that there was a training programme for managers in the administration. This training, which takes place at the subregional level, should be improved in order to upgrade the skills of officers. Funds should be allocated to accelerate the implementation of the 2007-2015 strategic plan aimed at modernising the tax administration. The steering committee is responsible for implementing this programme, which will focus on results-based management.
729. **The right to work, unemployment and the flexibility/security compromise.** The adult literacy rate is 12.5% for women and 29.4% for men. There are more women in the agricultural sector, but very few of them in the modern sectors. According to the Ministry of Labour and Social Security, the rate of unemployment in Burkina Faso is 2.7%. The rate in 2005 was 10.4% in the urban areas and 0.8% in the rural areas.<sup>39</sup>
730. Table no. 5.5 shows the employment rate by level of education:

**Table no. 5.5: Unemployment by social category (2005)**

Level of education	Unemployment rate (%)
None	16.0
Primary	18.3
Vocational, without the first cycle certificate	26.8
Secondary cycle 1	22.1

<sup>39</sup> INSD, Statistical Directory.



Level of education	Unemployment rate (%)
Secondary cycle 2	17.8
Higher secondary	14.1

Source: Ministry of Labour and Social Security, submitted to the APRM CRM during the review mission in February 2008.

731. Statistics on unemployment in Ouagadougou, the country's largest city, show that unemployment and underemployment go hand in hand. Overall unemployment in Ouagadougou, as defined by the ILO, was 15.4% in 2001. The CRM believes that this rate has not fallen significantly. In 2006, 83% of the Burkina Faso population lived in rural areas and about 84.7% were engaged in agricultural and pastoral activities. This makes underemployment far more serious than unemployment.<sup>40</sup> The hardships in the rural areas and the trials and tribulations of the agricultural sector compel the youth to move to the cities to do menial jobs. Talks on unemployment between the youth and government officials started in June 2005 with the first National Youth Forum.

#### **Good practice no. 5.3: The National Youth Forum and its consequences on the youth employment policy**

The National Youth Forum, which is an annual meeting between the head of state and youth representatives, was established in 2005. They held the first meeting in Ouagadougou on 10 and 11 June 2005. Its theme was 'Empowering the youth for the political and economic development of Burkina Faso'. About 2,000 participants from the 13 regions of the country attended. The highlight of the event was the meeting with His Excellency President Blaise Compaoré, which lasted three hours. At the first conference, the president welcomed the establishment of the forum as an annual event. He said that youth associations and organisations are "powerful engines for the great strides being made by our country economically, politically, socially, culturally and in sports". The youth then put some questions to the president on a variety of issues. They included food security, rural electrification, and technical and vocational training for the youth. One of the recommendations that emanated from this meeting was to establish a department that would deal exclusively with youth issues. The government consequently set up the Ministry of Youth and Employment in 2006.

The second National Youth Forum took place between 19 and 21 December 2006 in Ouagadougou. This time the theme was 'An entrepreneurial and dynamic youth for development'. A total of 2,500 youths from all over the country attended the meeting. The conference dwelt on calling the youth to 'action', including self-employment. The youths exchanged experiences with resourceful persons including businesspeople, who shared their own success stories. Representatives of the youth, government and the private sector discussed a number of issues such as youth training, communication and other support structures for success. The recommendations made by the youth to government included supporting their efforts to find employment, granting credit and establishing a fund to guarantee access to bank credit.

<sup>40</sup> Statistics from *Annuaire Statistique*, 2007, Table 03.12 on population and Table 07.03 on working population.

The third National Youth Forum was held between 20 and 22 December 2007 in Ouagadougou. Its theme was 'Promoting civic duty and patriotism among the youth to promote sustainable and participatory development'. Nearly 2,500 youths from urban and rural areas of the 13 regions attended the forum. At the forum, 2,500 new identity cards were issued to participants. The youths discussed the obstacles to self-employment. The Ministry of Youth and Employment used the conference to launch the theme of 'Creating decent employment by developing the skills of the youth'. This enabled several groups to show their support to the youth and national financing institutions, youth associations, enterprises, specialised consultancy firms, and technical and financial partners.

Sources:

1. Daniel DA HIEN, 2005, La jeunesse à l'avant-garde,

<http://www.takingitglobal.org/express/panorama/article.html?ContentID=5818>, 2 July.

2. Daouda SAWADOGO, 2007, L'auto-emploi, solution au chômage. L'opinion N°481-482 du 27/12/2006 au 9 janvier 2007. IIIe Forum national des jeunes: La jeunesse Burkinabe appelée à plus de patriotisme et de civisme. Extract from the portal on development of Burkina Faso, <http://www.faso-dev.net>.

732. **The National Employment Agency (ANPE).** The Ministry of Youth and Employment and the ANPE are responsible for helping the youth and the unemployed to find jobs. The ANPE is a decentralised body and is based in the country's 13 regions. The ANPE is continuously engaged in promoting expertise and training for the youth and the unemployed. This is illustrated by the *Office Regional du Centre Sud* in Box no. 5.2. The vocational training programme is one example of the efforts made by the ANPE to promote vocational training. According to ANPE officers throughout the country, the programme aims to train 10,000 youths every year from 2007 to 2011. At the national level, the ANPE training centres had 8,645 learners on 8 January 2008. They registered in October 2007 for a three-month training programme. The pilot phase of the programme ended in 2007 and highlighted the problems raised by the stakeholders. These include the programme's high cost of CFAF 10,000 for accommodation, meals and transport to the training centres for the learners. This hampers the ANPE's efforts to achieve the programme's objectives.

**Box no. 5.2: Decentralised offices of the ANPE: an example from the South-Central Region**

During discussions with the general manager of the ANPE in the South-Central region, the CRM learnt that the ANPE provides the following services:

1. At the level of the *Regional Employment Office*:

- Registering job seekers.
- Stamping work contracts.
- Establishing work cards.

- Formulating individual promoters' projects (applications).
- Issuing opening and bidding certificates to contractors.

2. At the level of the *Regional Vocational Training Centre*. The regional directorate has a training centre based in Manga where it provides training in three areas: auto mechanics, two-wheeler mechanics and steel framing. The training centre is equipped with training tools. At the time of the CRM, the centre did not offer training in two-wheeler mechanics. The course, which lasts two years, highlights both theory and practice. At the end of the training period, the centre issues an end-of-training certificate. The young trainees can also write examinations at one of the three national examination centres in Ouagadougou, Bobo-Dioulasso and Ziniaré.

3. The South-Central ANPE manages its portion of the *Vocational Trades Programme*. This is a new programme initiated by the government and implemented by the ANPE. The aim of the programme is to train 10,000 youths annually from 2007 to 2011. The trainees are expected to pay a fee of CFAF 10,000. The South-Central ANPE plans to admit 380 trainees each year (20 youths from each of the 19 departments). For the 2007 training year, the ANPE requested that the trainees be chosen by all the four provincial high commissions and nine departments in the region. Of the 692 youths proposed, only 257 were registered on the first day of training. The problems encountered by the ANPE, during its evaluation of the first year, were as follows:

- Some trainees came with some knowledge of the trade and were, therefore, not novices. The training modules on offer did not always suit these trainees.
- Because the training is only available in the regional capital, Manga, trainees from outside Manga had to carry the costs of transport to the town, accommodation and feeding for three months, in addition to the CFAF 10,000 tuition fee. Some trainees, who could not carry the costs, dropped out.

Sources: Based on written proposals of the ANPE general manager for the South-Central region.

733. **Child labour in the country.** The country has set the age limit for a child to begin work at 15 years. Furthermore, the minister in charge of labour informed the mission that a directorate had been established to combat child labour.
734. **Training and apprenticeship.** The CRM indicated that unemployment and underemployment in Burkina Faso are related to the quality of the educational system. At a forum held on 22 February 2008 between the CRM and young people, mostly from Ouagadougou, the latter pointed out that the majority of their members with a university degree found it difficult to find employment since the administration could not absorb all the graduates. Therefore, it is necessary that the education system be tailored to individual needs and the specific needs of the regions. For example, graduates living in Banfora do not have the qualifications or the skills to manage local businesses or agro-industries, particularly those processing agricultural produce for the local market and for export. The need to provide support to trainees in the initial years following the completion of their courses was also highlighted.
735. **Social responsibility, commitment and citizenship of enterprises in the country: involvement of enterprises in social and community development programmes.** Except for a few cases, enterprises in Burkina Faso have hardly

any social commitment. Where this exists, it is limited to financing religious and traditional activities, such as building mosques or sponsoring sports teams. The interviews the CRM had with the traders, business owners and partners concerned about the corporate life of Burkinabe enterprises indicate that much remains to be done about environmental management; energy efficiency; waste management; prevention of pollution; protection of quality water, soil and air; and the fight against desertification.

736. The Ministry of Environment and Living Conditions, in partnership with the permanent secretariat of the National Council for the Environment and Sustainable Development (CONEDD), formulated a pilot project for environmental accounting in 2006. The aims of the project were to establish an operational national environmental accounting system aimed at establishing pilot accounts for forestry resources, land, water and environmental protection expenses, and at developing partnerships for environmental accounting. Financed by the UNDP, the pilot project lasted for 18 months. Furthermore, awareness activities, such as the organisation of a seminar on ISO 26 000, in the area of corporate social responsibility, were conducted. There were no indications of the outcomes or effectiveness of these actions.
737. **Employers' organisation, representiveness, power, independence and governance.** The Burkinabe National Employers' Council was created in 1974. It comprises 69 groupings, associations, trade unions, unions, private sector federations and associated members. Its activities relate to information, training, awareness, assistance, representation, studies, the organisation of seminars, and so on. The employers' council is represented on several consultative bodies such as the ESC, the Labour Consultative Commission, the National Tax Commission, the National Consultative Vocational Training Commission and the National Commission on Public Health. The council is also represented on the decision-making bodies of several national institutions including the CNSS, the Burkina Faso Business Centre, the National Agency for Employment Promotion and the National HIV/AIDS Control Council. The resources of the Burkinabe National Employers' Council come from contributions by its members, membership fees, subsidies granted by government, funds provided by international donors and interest on the investment of these funds. Officials of the council assured the mission that the council is regularly consulted by the government, especially on the revision of the labour code and on laws affecting the interests of the private sector. The informal sector also participates in the council's activities as part of the 'markets and arts' federation.
738. Despite its achievements, the CCIA-BF is yet to be represented in all the country's regions and sometimes suffers from the indifference or criticism of a number of economic stakeholders. Representatives of the chamber mentioned that the government consults them on laws and decrees dealing with economic activities. Furthermore, in order to address the problem of the saturation of the Ouagadougou industrial area, the chamber developed a primary industrial area. It is about to complete the preparation of a second area that should mitigate the problems of industrial lands.

739. **Political parties, local and national authorities, and enterprises.** The 2004 annual report of the National Committee on Ethics and Politics noted that economic operators are increasingly occupying prominent positions in political parties. These include leadership positions. The report noted that some economic operators in comfortable positions forge privileged ties aimed at protecting their financial and economic interests. In this respect, they can obtain contracts, payment facilities for taxes and duties and, sometimes, unwarranted exemptions.
740. According to the report, relations between economic operators and political parties are characterised by the secret funding of the latter, dubious exemptions on orders for materials, the over-invoicing of contracts, and collusion between economic operators and political parties. Lastly, while the economic operators may assist some associations or other segments of civil society, relationships between them and civil society are often built on privileges related to their political allegiance, or the fact that they are the financial backers or relatives of personalities. In return, the economic operators benefit from government contracts and tax or customs exemptions.
741. At the national level, of the 142 questions tabled by parliamentarians to the government during the third legislature, only 16 questions were about enterprises and the economy. For the fourth and current legislature, this figure stands at three out of 24. It therefore appears that corporate policies are not sufficiently addressed in the National Assembly, at least quantitatively.
742. **Respect for the environment and sustainable development by enterprises.**<sup>41</sup> At the political level, Burkina Faso is pursuing the WAEMU Environment Improvement Common Policy (PCAE) (2006) and the ECOWAS environmental policy.<sup>42</sup> There are two major organisations for environmental protection at the institutional level:
- The Ministry of Environment and Living Conditions. The ministry supervises the work of the National Investment Commission (CNI) by undertaking the environmental evaluations of enterprises. At the ministry, the Improved Living Conditions Central Directorate has four technical directorates that supervise the work carried out with enterprises and other organisations whose activities affect the environment. These are: (i) the Environmental Assessments Directorate; (ii) the Environmental Inspection Directorate; (iii) the Directorate of Sanitation and Pollution Prevention; and (iv) the Directorate of Landscaping.
  - The CONEDD. This council has a permanent secretariat attached to the Ministry of Environment and Living Conditions. The secretariat is responsible for the day-to-day management of the activities of the council. The council has four specialised commissions responsible for studying

<sup>41</sup> The CRM would like to thank Mr Ouedraogo Rasmané, member of the NC-APRM in charge of corporate governance, for his contributions to the CRM.

<sup>42</sup> Decree No. 2007-460/PRES/PM/MECV/MFB of 30 March 2007, Government Gazette No. 16 of 12 April 2007.

specific environmental problems. They are: (i) natural resource management; (ii) environmental legislation and assessments; (iii) environmental education; and (iv) natural and technological risks, and consumption patterns in the population.

743. **Awareness of responsibility to future generations.** In order to develop the economic dimension of the environment, the country established an environmental accounting system designed to assess the impact of economic activities on the environment and to sensitise the economic actors about this vital issue. The CRM was unable to get clear indications on the costs of environmental degradation. It appears that the principle of ‘the polluter shall pay’ is not followed and that ISO 14 000 is unknown to the vast majority of economic stakeholders. The policy makers need to make greater efforts to protect the country’s natural resources.
744. Most large industries in Burkina Faso are aware of the need to protect the environment. The CRM team noted that, in industrial cities such as Ouagadougou, Bobo-Dioulasso and Banfora, the national authorities and communes strive to take preventive measures aimed at preventing pollution or at imposing sanctions against enterprises known for polluting the environment with solid or liquid waste. The ever-increasing artisanal gold mining in several regions of the country raised concerns about the administration’s capacity, especially at local level, to control these operations sufficiently in order to prevent the pollution of ground and surface water. The CRM strongly recommended that the Ministry for the Environment recruits competent and motivated staff to ensure compliance with the law, especially because other major mining projects, particularly to mine gold and manganese industrially, are proposed. Burkina Faso has created an industrial zone in the Ouagadougou area, but urbanisation has overrun it.
745. Most environmental policies, regulations and laws of Burkina Faso are relatively new (see the previous section). However, the CRM noted that environmental assessments, including impact assessments and environmental audits, have become popular. Environmental units are represented on ministries such as mines and in SONABEL. Furthermore, the example of *Manufacture Burkinabe De Cigarettes* (MABUCIG, the cigarette manufacturer) can be cited. It has adopted the ISO 9000 international standard and the ISO 14 000 environmental standard. Other examples of good practice in the environmental domain include:
- The installation of the purification station of ONEA.
  - The collection of used petroleum products by Total Elfina, a multinational.
  - The CONEDD conference that brought together, under the auspices of the prime minister, all environmental stakeholders.
746. Burkina Faso recently held its first National Environmental Stakeholders Symposium, on the involvement of private enterprises and industry in

environmental management, between 26 and 28 September 2006. The symposium resulted in declarations and recommendations for future action.

747. The corps of young environmental inspectors, which is not fully operational, is a weakness of environmental management in Burkina Faso. Another problem is that micro-enterprises in the construction, mining and gold-washing sectors are not environmentally responsible. Mining is growing significantly. However, it is necessary to mention that Burkina Faso has identified the measures needed to protect the environment and to ensure compliance with codes and standards.

**iii. Recommendations of the APR Panel**

748. The APR Panel makes the following recommendations:

- Conduct a vast awareness campaign to promote arbitration and mediation in commercial disputes with enterprises in all the regions (government, CCIA-BF).
- Introduce a more appropriate tax system for the agro-food sector. It should cater for the processing of local produce and reconsider the television fee that is currently included in the electricity bills of enterprises (government, CCIA-BF).
- Accelerate the implementation of the 2007-2015 strategic plan for the modernisation of the tax administration (government, CCIA-BF, CSOs).
- Ensure that the system of higher education addresses the present and future requirements of the labour market (government, CCIA-BF).
- Finance incubator services for entrepreneurship and supervision programmes that support business owners, especially in the initial years of operation and in specialised education structures (government, CCIA-BF).
- Foster corporate and social responsibility, including environmental protection and regeneration (CCIA-BF, Burkinabe National Employers' Council).
- Broaden the operations base of the CCIA-BF to include all the 13 regions, and continue to create industrial zones as they generate employment and space for industrial expansion (CCIA-BF).
- Ensure that environmental inspectors are fully operational in the 13 regions, particularly in mining areas and on construction sites (government).

**Objective 3: Promote the adoption of codes of ethics in business in the pursuit of corporate goals****i. Summary of the CSAR**

749. The CSAR reviewed the many structures created to promote a sound environment for economic activity, including the HACLC. The CSAR described its mission and methods of choosing its members, which include the criteria of good ethics, probity and competence. Appointed for a renewable three-year term, the nine members of this authority are protected in the performance of their duties. The CSAR mentioned the Ouagadougou Centre for Arbitration, Mediation and Conciliation. It falls under the CCIA-BF, which contributed to settling several litigations by proposing administration expenses that are affordable to economic operators, the legal experts of companies and mediators. The CSAR also mentioned the telecommunications regulator, the CNE and the IGE as instruments to promote and defend corporate codes of ethics.
750. All these bodies have missions that are clearly defined in their establishing acts. With regard to military administration, the CSAR stressed that control by the IGE is relevant only to financial and administrative management and to the institutions that fall under it. It mentioned that the IGE receives copies of all reports from the general or technical inspectorates of ministries.

**ii. Findings of the CRM**

751. **Public contract award procedures.** At meetings with stakeholders in all the regions of the country, the CRM received complaints from local economic operators about the exclusion of local contractors from government tenders that mostly benefit companies in Ouagadougou. They requested that the government reserve as many contracts as possible for local contractors. Another complaint related to prior information, in the form of invitations to bid, that is given to local contractors only after the deadline for submitting bids had passed. Lastly, many operators stated that the awarding of government contracts is marred by political considerations and lack of transparency. In considering the concerns of operators based in the regions, the CRM also noted that they often do not have the necessary skills to execute large-scale contracts.
752. **Codes of ethics and/or conduct in public and/or private sector enterprises.** The CNE, comprising nine members, contributed to the development of codes of ethics for the various administrations. The anti-corruption authority tried to disseminate these codes. In addition, with regard to enterprises and public organisations, the IGE, which the prime minister supervises, conducts inspections based on a manual of procedures that follows international standards and norms.



753. The CNE made the following recommendations, on the economy and finance, in its 2005-2006 report on the status of ethics in Burkina Faso:
- Refer all cases of economic crime to the legal system.
  - Revitalise the anti-fraud service.
  - Ensure that prices are displayed in stores and shops, and verify weighing and measuring instruments.
  - Revitalise mechanisms for evaluating ongoing projects.
  - Ensure that development and poverty reduction projects are actually beneficial to their target communities, particularly through regular external inspections.
  - Develop self-financing mechanisms for economic development projects that involve the participation of all citizens and that fall within the reach of the poor.
  - Strengthen the legal arsenal for punishing economic crimes such as the fraudulent use of corporate property, the illicit acquisition of wealth, de facto monopolies, and others, and ensure that it is implemented.
754. The CNE initiated the formulation of various components and ramifications of the administration: the code of ethics and conduct in general administration, the code of ethics and conduct of financial administration workers, and others. Efforts by the government to increase customs and tax incomes led to an improvement in the verification of invoices and imports. These, in turn, increased congestion at the Ouagadougou lorry station. Despite the precautions taken, some importers prefer to multiply and subdivide import operations in order to declare less than CFAF 3 million-worth of imports and thereby escape customs duties.
755. Several operators mentioned the difficulties their businesses have to endure because of the unfair competition coming from some importers who manage to evade customs duties. This is particularly true of *Société Nouvelle Sucrière De La Comoé* (SOSUCO, the national sugar company), which is affected by these practices, deficiencies in its distribution chain and problems of storing unsold goods. Apart from accusations of fraud, embezzlement and underhand commercial deals, several reasons explain recent price hikes (especially in essential commodities):
- Escalating prices of imports.
  - Low production of some staple food items.
  - Deficiencies in distribution.
  - Speculation.

- Government's desire to improve the tax base and customs revenues that has resulted in increased duties.
756. Faced with the social disturbances arising from escalating prices, the government announced the suspension of customs duties on some basic food items and the lowering of the prices of some goods manufactured in the country.
757. **Anti-competitive practices.** It is quite common for traders or economic operators to abuse consumer trust and to take advantage of the inadequate checks and the poor resources of consumer organisations. Several persons met by the mission reported conflicts between economic and political interests. In addition, some issues are blocked or not followed up at the expense of government and consumer funds. There is also favouritism in awarding some public contracts and some operators do not have access to information about them.
758. On the other hand, the banks stated that there is no collusion between them and that, on the contrary, sometimes competition can be stiff when collecting deposits and maintaining the loyalty of good customers. The same is true of the search for competent professional staff and workers. Nonetheless, despite the unfairness of this practice, sector operators appear to have resigned themselves to it. Several traders and entrepreneurs interviewed by the mission indicated that senior public officials, or members of their families, have become company directors and use their status to get contracts – particularly public ones – to acquire the facilities for training, or to get authorisation to use public property for private enterprise.
759. **Unfair competition.** Unequal access to information on the various funds, funding and assistance available to enterprises has created unfair competition. Similarly, some SMEs, especially those in the agro-food sector, face competition from groupings that have easier access to assistance from government and international organisations. A young businesswoman told the mission how her small business was the victim of unfair practices by groupings and by both large and public enterprises that obtain finance at more favourable interest rates. She stated that she intended to close her enterprise and create a business group, together with her 100 employees, and thereby hope to secure government assistance as part of her efforts to combat poverty. Recent increases in the prices of some consumer products have highlighted inadequacies in the marketing of these products. They include price collusion and speculation about the lack of, or inaccurate, information on possible changes in the law.
760. **Fraud and smuggling.** Smuggling has become a phenomenon that is hard to control in a country that shares borders with six ECOWAS countries and uses the same currency as five of them. Various products, such as medicines, food products (including sugar) and textiles from remote countries, are smuggled in Burkina Faso. The government launched a programme, in February 2008, to verify imports aimed at improving the recovery of customs revenues, assuring

the quality of imports and supporting the technical services of the customs administration and trade.

761. **Money laundering and corruption.** Article 10 of Law 026-2006/AN stipulates that the Treasury, BCEAO and financial organisations should report cases of:

- Normal payments in cash or by bearer cheque for an amount whose unit or total sum equals or exceeds CFAF 50,000,000.
- Operations for a sum equal to, or exceeding, CFAF 10,000,000 carried out in an unduly complex manner and/or not based on an economically justifiable or legal basis.

762. In all such cases, persons are obliged to request from the customer, and/or through any other means, the origin and destination of the sums of money in question, as well as the purposes of the transaction and the identity of persons involved, in terms of paragraphs 2, 3 and 5 of Article 7. The main characteristics of the operation, as well as the identity of the originator, beneficiaries and, possibly, that of the persons involved in the operation, are entered in a confidential register, where necessary, in order to make comparisons. During interviews with the representatives of banks and financial establishments, the CRM was informed that cases of suspicious transfers of large sums of money were reported to the Ministry of Economy and Finance, but that they did not lead to any serious investigations. The result was that the banks refrained from making reports. Given the risks and dangers that such transfers have for the country, and for global security, the CRM recommended that the authorities pay special attention to the problem.

763. **Role of the press and the media.** There are three economic magazines that are published quarterly, albeit irregularly, and most newspapers have economic columns. Nevertheless, they have limited influence on the public, which is mainly illiterate and lacks an economic culture.

### iii. Recommendations of the APR Panel

764. The panel recommended:

- Strengthening cooperation with the banking sector in the fight against money laundering by setting up a rapid information system on sizeable transfers of funds that are not related to normal commercial operations (government, banking sector).
- Encouraging large enterprises in Ouagadougou to subcontract goods and services to businesses in the regions by rewarding them with additional points on the bids evaluation grid (government).
- Intensifying training and the upgrading of enterprises of all sizes and category, in particular those operating in the public buildings and works

sector, through external technical and financial support (government, CCIA-BF).

- Encouraging external bidders for government contracts to outsource some work to local enterprises through incentives in the form of extra points on the bids evaluation grid (government, CCIA-BF).
- Ensuring greater transparency in competitive bidding by giving enough time to all bidders to familiarise themselves with the invitations to bid and by ensuring that the invitations are widely publicised in the regions, possibly via CCIA-BF offices (government, CCIA-BF).

**Objective 4: Ensure that enterprises treat all their partners in a fair and equitable manner**

#### i. Summary of the CSAR

765. **Treatment of customers by companies.** The CSAR survey on companies indicated that 18.75% of companies find it difficult to honour their obligations to supply goods and/or services to their customers. An estimated 86.21% of the enterprises indicated that the problem was caused by a lack of liquidity, which resulted in slippages in the production of goods and services. However, the CSAR noted that the underlying factor is mismanagement of the operating capital of the companies involved. Other factors are shortages in competent and trained staff and the lack of appropriate training programmes for them.
766. The CSAR survey also reviewed after-sale service. The findings show that these services do not exist in 75 out of the 116 enterprises that completed the questionnaire. The survey also noted that only 23% of investment companies invest in services for settling disputes between them and their partners. The CSAR noted that these services allow dialogue with customers about the quality of products, and enable the company to avoid adverse publicity and to safeguard its reputation.
767. **Treatment of employees by companies.** Decree 2004-451 /PRES, which promulgates Law 033-2004/AN of 14 September 2004 on the labour code, highlights the intention of the government to introduce a number of regulations applicable to workers. Section IV deals with general working conditions. Its provisions include the duration and conditions of work,<sup>43</sup> night work, women's work, and child and adolescent labour. Section V mentions occupational health, safety and medicine. It indicates that the Ministry of Labour fixes the conditions of hygiene and safety in the workplace, and that the labour inspectorate is responsible for ensuring compliance by the employer. The CSAR also reported that Article 240 stipulates that "it is

<sup>43</sup> Article 139 of the labour code: "Shall be considered as shift work, an organisation whereby a salaried worker does his daily paid work..."

obligatory for all enterprises, companies or organisations based in Burkina Faso to provide health coverage to their workers in accordance with the conditions defined by texts on the creation, organisation and operation of occupational medicine”.

768. Despite a low response rate to the survey (about 50%),<sup>44</sup> the CSAR collected data on formal sector enterprises. Of the 129 that completed the questionnaire, 10 were state-owned and 119 were semi-public or fully private. An estimated 66% of workers in enterprises covered by the survey benefit from some form of social benefit through the CNSS or through the Public Servants Pension Fund (CARFO). Furthermore, the CNSS covers 99% of permanent workers. However, the CSAR survey indicated that the contributions of many enterprises to CNSS or to CARFO are not up to date. Furthermore, 82.81% of employees stated that only 18.87% of employees have training programmes and noted that enterprises should train more of their employees in order to maintain or improve their skills and ensure better output.
769. *Enterprises and unions.* The CSAR survey on enterprises indicated that only 37 of the 129 enterprises covered by the survey had workers belonging to unions. It noted that only 28.7% of the employees working in these enterprises had unions that defended the rights of workers and improved their working conditions.
770. **Treatment of company shareholders.** The CSAR provided a summary of the results of surveys conducted in 129 enterprises. It also noted that, of the 119 that were privatised or partially privatised, only 55 (46.2%) had boards of directors. Furthermore, only 41 board members represented shareholders.
771. **Treatment of suppliers by enterprises.** The CSAR noted that 39.52% of enterprises do not regularly meet the payment deadlines of their suppliers, and that only 29.84% always meet their contractual obligations. It noted further that 88.33% of those who do not meet their payment deadlines do so because of cash flow problems.
772. **Treatment of banks and financial establishments by enterprises.** The CSAR survey indicated that only 12.66% of the enterprises that completed the questionnaire do not pay their creditors regularly. This is because of the strict terms of the loans granted by banks and financial establishments.
773. **Relations between companies and government or local authorities.** The CSAR noted that 52% of enterprises declare that they always meet their deadlines for paying taxes. The report also noted that virtually all the enterprises attribute this to their weak financial situation, including lack of liquidity. The CSAR added that this constrains public finance and results in noncompliance with deadlines for some public expenditure. Moreover, only

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<sup>44</sup> Of the 250 formal sector enterprises initially covered in the sample, only 129 completed the CSAR questionnaire despite follow ups by interviewers and extending the period for collection from 10 to 20 days. Some reticence appeared to stem from the confusion between the awareness campaign on the repayment of VAT and the present exercise.

64% of enterprises pay VAT on time. The CSAR reported that recently a vast awareness campaign was being conducted in the country on paying VAT.

## ii. Findings of CRM

### Treatment of customers by companies

774. *Food hygiene.* In view of the importance of food hygiene, the federation that represents the agro-food sector introduced a training scheme funded by FAFPA. Despite the need to maintain international standards when entering the international export market, local enterprises cannot cope because of their small sizes, their inadequate premises and the lack of an appropriate industrial area to cater for agro-food activities.
775. *Counterfeit medicines and trade-in fake products unfit for consumption.* According to the Ministry of Health, one-fifth of medicines purchased in Ouagadougou, particularly antibiotics, are fake. It is also worth noting that the drug control board does not have offices in the northern regions and the inspectorate units are based in Ouagadougou. Many enterprises in the agro-food sector find that tests conducted at the national public health laboratory are relatively expensive (CFAF 35,000). If enterprises fail to take these tests, laboratory staff take samples from their premises and demand payments that put extra burdens on their overheads, especially since the laboratory staff do not issue quality or hygiene labels that customers recognise.
776. *Consumer association.* There is a consumer association but its activities are hindered by a lack of resources. Furthermore, it does not have adequate representation countrywide.

### Treatment of employees by companies

777. *Occupational injuries.* Table no. 5.6 presents a summary of the number and nature of occupational injuries and illnesses identified in 2005. It should be noted that a total of 3,548 injuries and illnesses occurred in 2005. An estimated 76% of injuries in the formal sector occurred in the workplace. There is no current data on injuries in the informal sector where the vast majority of the population works.

**Table no. 5.6: Number and nature of occupational injuries and illnesses identified in 2005**

Nature of injuries	Travel	Journey	Usual workplace	Temporary workplace	Total
Number	596	117	2,688	147	3,548

Source: Ministry of Labour and Social Security, *Answers to APRM questionnaire/Corporate Governance*, February 2008.

778. *Labour inspection.* Currently, there are 82 labour inspectors and controllers distributed in 13 regional Labour Directorates and at the central level. All the labour inspectorates have at least one four-wheel drive vehicle with which to carry out their company inspection duties. Despite the progress in recruitment, the problem of insufficient staff prevails.
779. Labour inspectors noted at least 8,000 cases of violation of labour regulations in 2007. These offences related to wages, safety and health, working conditions, lack of approved working contracts, lack of bylaws, and nonexistent payment or employers' registers. The Ministry of Labour informed the CRM that it did not have figures on undeclared work.
780. *Labour Conflicts.* The Ministry of Labour and Social Security indicated that there were 2778 individual conflicts, 40 collective conflicts, six strikes and 61 days of lost work in 2007. There were no figures on the costs of social conflicts.
781. Several bodies participate in dialogue and social negotiation in Burkina Faso:
- The Consultative Labour Commission. This is a tripartite body housed at the Ministry of Labour and Social Security.
  - The national consultative technical committee on health and safety.
  - The government-workers' trade union advisory framework.
  - The government-private sector advisory framework.
  - The bipartite committee on private sector wage negotiation.
782. To enhance social dialogue, the Ministry of Labour plans to develop a social charter that it hopes to have adopted by consensus. This would be presented as an agreement to serve as a concrete expression of the intention of social partners to engage in dialogue.
783. *Procedures for conflict prevention, reconciliation and arbitration.* Each year, the Ministry of Labour and Social Security and the Ministry of Deconcentrated Services organise training sessions for the benefit of employers about the most appropriate ways of managing labour conflicts. Many conflicts arise from:
- A lack of knowledge about labour legislation by both employers and workers.
  - A lack of respect for the rights and obligations of the respective parties.
  - Many cases of violating labour regulations and lack of social security.
784. Furthermore, one of the aims of the labour inspectorate is to advise and inform social partners in order to foster harmonious labour relations. For individual labour conflicts that have not been resolved internally, the law directs social

partners to refer these cases to the labour inspector for settlement. The aim is to arrive at a full reconciliation, backed by a statement drawn up by the labour inspector and signed by the parties, at a partial reconciliation or at a complete breakdown. In the last two cases, the conflict is referred to the Labour Court at the request of the complainant.

785. Collective labour disputes are reported by the parties to the labour inspectorate, or to the labour director if the dispute concerns several labour inspectorates. The labour inspector or director attempts to reconcile the parties and, where agreement cannot be reached, the matter is referred to the Ministry of Labour which, in turn, refers it to an arbitration board. It has a maximum of one month to make a ruling.

**Box no. 5.3: Number of individual labour conflicts by type of settlement: East-region example**

During discussions with an official from the Ministry of Labour and Social Security in the East region, the CRM gained an insight into labour conflicts in the Eastern region for 2006 and 2007. They are described below, as are the mechanisms used for their resolution.

In the Eastern region, the largest in the country, the regional office of the Ministry of Labour has one inspector, two controllers and one vehicle for its work. It has to ensure that working conditions are consistent with regulations. It also plays the role of a labour conflict arbiter. The first stage in conflict resolution is to attempt to settle the dispute amicably. The next stage involves officials of the Ministry of Labour and Social Security, who are responsible for settling disputes through reconciliation. This type of solution is the preferred one in the regional capital, Fada N’Gourma, given that the Ministry of Labour and Social Security does not have representatives outside the regional capital and this means transportation costs for the complainants. If the Ministry of Labour and Social Security does not arrive at a settlement, the case is referred to the Labour Court in one of the three national offices outside Ouagadougou, Koudougou and Bobo-Dioulasso. This stage is the most costly because, in disputes, a small sum of money is to be paid. There are also the transportation expenses of the litigants who must travel to one of the three centres. These costs may be higher than the amount being disputed. Table A provides a summary of the 2006-2007 conflicts. It should be noted that a single conflict could cover several different disputes.

**Table A**

Description	2006	2007
Total conflicts	79	92
Reconciled	44	28
Sums owed	2,333,414	1,864,745
Not reconciled	10	23
Referred to Labour Court	10	23



Pending	17	37
Failed	08	04

Sources: CRM, February 2008; Ministry of Labour and Social Security – Eastern region.

786. *Arbitration/flexibility/job security.* The labour inspection departments in the 13 regions of the country conduct the arbitration of individual and collective disputes. The General Directorate of Labour arbitrates, at the central level, collective conflicts that extend to several regions. In 2006, 459 non-reconciliation statements were issued and the cases referred to the Labour Courts. A total of 379 rulings were made.
787. Following the amendments to the 1992 and 2004 labour codes, the Ministry of Labour and Social Security prepared a bill containing several innovations. They attempted to provide original responses to the dilemma of flexibility versus job security. For example, the minister reported the following innovations:
- Allowing an employer to resort to renewable work contracts with a determined duration in some sectors. The employer is also obliged to communicate any employment action to the labour inspectorate.
  - Simplifying dismissal procedures for economic reasons. These are designed to give preference to internal negotiations between workers and their employers as part of social dialogue. Labour inspectors will only be used in the event of failure.
  - Placing a ceiling on damages.
  - Empowering employers to create and maintain a healthy and safe work environment for workers.
  - Introducing a health service for the enterprise to ensure better health coverage for workers and to protect their physical safety in the workplace.
788. *Labour Court.* The Labour Court has three national offices in Ouagadougou, Koudougou and Bobo-Dioulasso. Its decisions are final if the amount of the sum demanded does not exceed CFAF 100,000. Decisions involving higher amounts are referred to the Court of Appeal. The rulings of this court may be referred to the Court of Cassation.
789. *Possibilities for recourse in civil courts.* Representatives of the agro-food sector stated that the Labour Court's rulings were often detrimental to employers. For example, there is no ceiling on payments for damages imposed on employers. This sometimes leads to unrealistic judgments that do not take the actual resources of the employer and the business into account. It is

expected that, in reviewing the labour code, a new schedule of pecuniary judgment will be introduced.

790. *Labour unions.* There are about 100 craft unions, six groups of affiliated unions and 14 autonomous unions. These unions work collectively to bring pressure to bear on the government to effect changes to unfavourable laws, especially concerning public sector workers, who form the majority. The unions also act as the social conscience of the country. The following incomplete list of demands, published by the unions, was submitted to the CRM at the celebrations of 1 May 2007. These were:

- Increase the wages and pensions of workers in the public, para-public and private sectors by 25% as from January 2001.
- Apply the minimum wage to contract workers effectively and declare them to the CNSS.
- Monitor rigorously the operation of private establishments and private sector compliance to terms of reference (government structures).
- Adopt the order that implements the law on the coverage of occupational hazards.
- Review the labour code to take into account the concerns of unions, particularly with regard to the right to strike and to protect workers' representatives.
- Implement the recommendations of the Government/Union Parity Committee on social issues.

791. *Venues, levels, mechanisms and frequency of social negotiations.* According to the Ministry of Labour and Social Security, the following organs have been established to assist social negotiations involving the government, the private sector and trade unions:

- The *Labour Advisory Commission*. This is a tripartite structure comprising representatives of public sector workers, unions and private sector employers. According to the minister, the commission is responsible for legal opinions on any issue relating to labour law. The commission holds at least two ordinary meetings annually.
- The *national consultative technical committee on health and safety*. This committee is a tripartite structure at the Ministry of Labour and Social Security. It is responsible for examining issues on occupational health and safety.
- The *government/workers' union consultative framework*. This is a bipartite structure comprising representatives of government and the secretaries-general of groups of unions and autonomous unions responsible, inter alia,

for reviewing the claims and concerns of workers' unions and monitoring the implementation of agreements arising from government/workers' union negotiations. The members of the consultative framework meet once a year. A parity committee set up especially for the purpose and monitors the agreements and recommendations made in the meeting.

- The *government/private sector consultative framework*. The government and the private sector meet annually to enable their representatives to discuss problems about the private sector.
- The *bipartite committee on private sector wage negotiations*. The committee comprises private sector representatives and representatives of their employees. Under the direction of the Ministry of Labour and Social Security, the committee discusses annual wage increases in the private sector only. The meetings are just discussions and negotiations. The government does not impose wage increases on the private sector.

### iii. Recommendations of the APR Panel

792. The APR Panel made the following recommendations:

- Ratify the Uniform Act of OHADA (government, National Assembly).
- Encourage enterprises to adopt the code of conduct of enterprises, to ensure compliance with all commitments to customers, suppliers and creditors (government, CCIA-BF).
- Strengthen controls at customs posts along the borders for fake drugs and food imports, and encourage cooperation between customs and inspectors of the Ministry of Labour and Social Security (government).
- Encourage the national public health laboratory to promote responsible billing and introduce appropriate sanctions (government).
- Assist the Consumers' Association to be present in all the country's regions (government, CCIA-BF, CSOs).
- Encourage the training of all company employees in their respective areas of specialisation (government, CCIA-BF, trade unions).
- Enforce the labour code to ensure that unionisation efforts are not hampered by enterprises. This is to ensure the adequate protection of the interests of workers and their conditions of work, particularly in the private sector (government, CCIA-BF, trade unions).

**Objective 5: Provide for the accountability of enterprises, and of their managers, directors and executives**

**i. Summary of the CSAR**

793. The CSAR highlighted the duties of accounting experts to inform the social organs responsible for making management or strategic decisions. It outlined the legal provisions governing ONECCA-BF, particularly the 1996 law establishing the order. It provided a list of experts in the profession and indicated the facilities available to enterprises to use other chartered accountants from the WAEMU zone. With regard to the flow of information, the CSAR emphasised the need to involve all stakeholders, including salaried workers, in the information process and even in strategic decision-making.
794. According to the CSAR, of the 121 formal sector enterprises interviewed, 84.3% had a consultative framework and 15.7% did not. The union leaders interviewed found that the time taken to transfer information internally was not satisfactory. With regard to training, the report indicated that out of 55 formal enterprises with boards of directors, less than half train their board members, and out of 60 formal sector enterprises with boards of directors, 36.7% have independent board members in their ranks. The CSAR also indicated that in 32% of enterprises, salaried workers are often represented on boards by shareholder-salaried workers, staff representatives and sometimes even by general managers. The report indicated that this practice was a sign of good governance because supervisory bodies and day-to-day management are inclusive. However, it stated that there is a shortage of information on the incomes of company managers.
795. With regard to financial information, most companies have a control and/or audit unit. More than half of the companies promote transparent internal management and 73% of the enterprises have a structure that reports the outcomes of investigations to relevant bodies. The study conducted by the CSAR showed that over 52% of enterprises undergo external auditing and that 59% of such audits are commissioned by the enterprises themselves. Lastly, with regard to the strategic visions of enterprises, the survey showed that 69.3% had long-term development plans. The study also showed that 81% of formal sector enterprises plan to make investments in the next five years.

**ii. Findings of the CRM****Information on enterprises and markets**

796. All the partners met by the mission recognised that, notwithstanding efforts made over a period, the problem of the availability of statistics persists. These inadequacies partly account for the poor ranking of Burkina Faso. Indeed, following the structural adjustment programme, the workforce of the INSD decreased until 2003. The change in status that occurred in 2000 was not accompanied by a change in the status of the staff or of the institute.

**Accounting and auditing market**

797. The auditors of projects financed by the World Bank and other international partners compel the country's economic operators to use international accounting standards. The West African Accounting Council sets the international standards for countries in the subregion. Only public accountants and accounting firms may certify accounts in Burkina Faso. Company employees or other certified accountants usually prepare the accounts. However, there are illegal accounting practices. Furthermore, accountants and auditors can work in any WAEMU country. The profession covers consulting, auditing and public accounting. Therefore, there is no distinction between public accountants and auditors.
798. ONECCA-BF lists 33 independent chartered accountants, 22 chartered accounting firms, 22 certified accountants, three accounting firms, two foreign chartered accountants authorised to operate in Burkina Faso, and six trainee chartered accountants. There is only one independent chartered accountant in Bobo-Dioulasso while all the others are based in Ouagadougou. There are three institutions (one in Senegal and two in Côte d'Ivoire) authorised to train chartered accountants and issue the diploma in accounting and financial studies. Discussions on the institutional reform of training in WAEMU are currently under way. With regard to remuneration, the scale proposed by the government takes into account the amount of time spent by chartered accountants and auditors on a job, but not the rate for the work.
799. Only enterprises that attract public savings are compelled to use the services of auditors. This is also the case in the majority of banks. This involves joint auditing that culminates in joint reports and double audits. In accordance with OHADA texts, the term of contracts for auditors is six-years renewable. Moreover, groups of companies are under an obligation to present consolidated accounts. According to the president of ONECCA-BF, cases of non-certification of accounts are common in the country, and this calls for urgent action.
800. **Executive directors and control of public enterprises.** Executive directors of enterprises are appointed and confirmed by decree, and their mandate is for three years. They are entitled to a special work allowance, the amount of which is fixed according to the financial position of the enterprise. The responsible minister has the right to oppose decisions of the board within a period of one month from the date of receipt of the report of the chairperson of the board of directors. After that date, the decision becomes enforceable. The general manager, recruited through a competitive bidding process open in priority to male and female candidates of the administration, is appointed by the responsible minister for a period of three years, renewable by tacit accord, except on express derogation from the Cabinet. One of the innovative practices of Burkina Faso, and which is commended by the CRM, is the institution of a general assembly of state-owned companies, which publishes reports containing the financial statements of each company. The CRM could

not know whether the law allows state-owned enterprises to use the constituent elements of its asset as guarantee.

### **Entrepreneurs and managers of private sector companies in Burkina Faso**

801. According to Labazée (1988),<sup>45</sup> the first-generation traders started their professional activities before the attainment of independence. Their common features are that they belonged to the Muslim religion, that they did not receive any education, and that they were trained in marketing techniques either in a family establishment or in a craft-type unit. The second category of entrepreneurs is constituted by civil servants and is subdivided into three subgroups: influential investors, reconverted civil servants and those at post. The third category is constituted by artisans and trade professionals, and is composed of influential artisans, former employees of European companies and a few competent technicians who acquired their know-how on the job and who have succeeded in integrating into the business community. The last category of entrepreneurs is constituted by professional managers, who form a marginal group among the national promoters. They are young graduates in management who tend to look for a post in the public sector.
802. The majority of Burkinabe entrepreneurs are of peasant origin, and were never educated or dropped out of school. Business seems to be the private preserve of Muslims and Catholics, who are equally represented in the industry. Only 15% of entrepreneurs are women.
803. Concluding his analysis, Dialla (2004) affirms that the community reflex is not necessarily an impediment to the development of entrepreneurial spirit. Family or ethnic loyalty reduces rivalries, bans immoral behaviours, and promotes devotion to the common cause and loyalty to the enterprise. Some religious ties facilitate integration into solidarity network suppliers of resources, and the individual success is often shared with the community – on which this success is very often reflected.

### **iii. Recommendations of the APR Panel**

804. The recommendations of the APR Panel are:
  - To establish a high council of statistics and allocate greater resources to the INSD (government).
  - To improve the intervention conditions of auditors and chartered accountants in order to guarantee the independence and objectivity of their judgments and to carry out their work well (government, ONECCA-BF).

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<sup>45</sup> Labazée, P., 1988, *Entreprises et entrepreneurs du Burkina Faso*. Vers une lecture anthropologique de l'entreprise africaine, Paris, Karthala, 273p quoted in Dialla, B.E. (2004); *Les fondements de l'entrepreneuriat au Burkina Faso*, a publication of the Centre for Analysis of Economic and Social Policies (*Centre d'Analyse des politiques économiques et sociales*).

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## CHAPTER SIX

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### 6. SOCIOECONOMIC DEVELOPMENT

#### 6.1 Introduction: Challenges to the governance of socioeconomic development

805. The mission observed that Burkina Faso realised sustained growth over a period of 12 successive years for the first time in its history. It also improved its macro-financial balances by developing its infrastructure, modernising its administration, and inaugurating a vast programme of inclusion where stakeholders at all levels were made aware of their responsibilities in the developmental process. This is an exceptional and enviable performance. It nevertheless revealed some less encouraging features. The country is experiencing great difficulty in eliminating poverty and misery – what the country itself calls the ‘great social deficit’ – characterised notably by social and regional inequalities.
806. The greatest challenge that Burkina Faso must overcome is a lack of faith in its own capacity and in its own resources. Burkina Faso has proved, to itself and to the rest of the world, that it is capable of achieving sustained growth despite its landlocked status and the extremely meagre resources at its disposal. It has also proved that it is able to assimilate the new ICTs extremely quickly. Burkina Faso has therefore shown that it is capable of entering the modern world and achieving irreversible progress. Prosperity is no longer impossible to achieve.
807. The challenge now is to implement a successful developmental policy that combines sustained and sustainable growth, eradicates poverty, reduces the major regional imbalances, alleviates the human burden weighing on its natural resources, modernises economic and family structures rapidly, and promotes SED. The country needs to commit itself to a process of collective participation and construction where each stakeholder, although aware of the challenges, is mobilised and motivated.
808. The demands may appear excessive but Burkina Faso, like all countries that have succeeded, has no alternative. It should act on several fronts at once. It should initiate a fight against famine and poverty, and improve its health and educational conditions. It should invest in economic infrastructure and, in the future, get rid of the cumbersome administrative structures that impede its progress and impact on more than half of its people. It has an attitude to women that dates back to ancient times and a birth rate that is ruining its efforts to create wealth.
809. The state should promote growth and mobilise more resources to achieve these objectives. Without these resources it cannot meet the expectations of the

many people who are in need. It should certainly provide indispensable services to 8,000 villages and transform the Burkinabe Sahel into a fertile land for agriculture and stock breeding to promote development. It should also, and especially, create the conditions for developing the towns. Without towns there can be no development in the short and long terms. Development means that efforts should be concentrated on the growth poles. This urban development is necessary to alleviate the human burden weighing on the fragile natural resources. It is also necessary for structuring the development of the regions, in order to benefit from an agglomerated economy and economies of scale, and for taking advantage of the central position of Burkina Faso in the West African region.

810. The state and its bureaucracy, though technically efficient, cannot meet these challenges alone. Accountability and the processes of consultation and effective decentralisation should be pursued and intensified. Burkina Faso has shown that it is prepared to subject itself to a difficult exercise: that of revealing its weaknesses in order to overcome them. The international community has a role to play in helping Burkina Faso along this difficult but promising path. It is also in its best interest to do so.

## **6.2 Ratification and implementation of standards and codes**

### **i. Summary of the CSAR**

811. The CSAR has indicated that Burkina Faso adhered to several standards and codes. Notable among them are those concerning the following protocols, conventions and pacts:
- The Montreal Protocol on Substances that Impoverish the Ozone Layer. Burkina Faso ratified the amendment to this protocol through Law 003-2002/AN and Law 004-2002/AN.
  - The International Covenant on Economic, Social and Cultural Rights of 1966 (ratified in 1999).
  - The Convention on the Political Rights of Women of 1953 (ratified in 1998).
  - The International Covenant on Civil and Political Rights of 1966 (ratified in 1999).
  - The adoption of the UN Convention to Combat Desertification of 1994.
812. At the national level, the following are important for promoting SED:
- Creating the FAARF in 1991 to facilitate the access of women to loans.



- Burkina Faso's constitution of 2 June 1991 and its provisions on public liberties, the equality of all citizens without discrimination, and political and social rights.
- The Letter of Intent on Sustainable Human Development of 1995. This is equally valid as a political commitment given its particular emphasis on promoting sustainable human development.
- Law 14-96/ADP of 23 May 1996 on RAF, promulgated by Decree 96-208 of 24 June 1996. This provides for equal access of the people to land in both urban and rural areas.
- The public health code, which advocates equal access to health.

**ii. Findings of the CRM**

813. The CRM observed that the government has adhered to, ratified and adopted legal and political texts and taken measures at the national level to enforce them. However, the CSAR did not indicate whether the government has implemented the standards and codes recommended by the APRM for SED. It should be noted that the CRM could not obtain information on the dates of adherence, ratification and signature of some of these agreements.
814. On the bases of its documentary review and its own investigations with stakeholders, the CRM, however, observed that the country has subscribed to all the standards and codes for SED and even exceeded those listed. The conventions are:
- The Constitutive Act of the AU, adopted on 11 July 2000 in Lome, enforced on 26 May 2001, and ratified by Burkina Faso in February 2001.
  - The NEPAD Framework Document of 2001, whose adoption is automatic following adherence to the Constitutive Act of the AU of 2000. This is what led, among other things, to Burkina Faso's participation in the APRM.
  - The right to development contained in the African Charter on Human and People's Rights, and the Protocol on the Rights of Women in Africa, adopted in Nairobi at the 18<sup>th</sup> conference of the OAU heads of state and government on 18 June 1981.
  - The International Covenant on Economic, Cultural and Social Rights.
  - The convention of the World Summit for Social Development (WSSD), Johannesburg, 2002.
  - The Worst Forms of Child Labour Convention, ratified by Burkina Faso in 2001.

- Burkina Faso subscribed to the MDGs of 2000 and has produced a monitoring report on its achievement of the goals each year.
  - The right to development contained in the UN International Covenant on Economic, Social and Cultural Rights (1966), ratified by Burkina Faso in 1999.
  - The UN Convention on the Rights of the Child (1980), ratified by Burkina Faso in 1990.
  - The CEDAW (Beijing Forum) of 1979, ratified by Burkina Faso in 1987.
815. It can, therefore, be said that the government has tried to comply with international and regional standards for socioeconomic development and is taking measures to ensure that they are respected and effectively applied at the national level.
816. Despite these efforts, it should be noted that most Burkinabe are not familiar with these conventions. These texts are only known to specialists in the public sector, civil society and the private sector. They have not been made public to the people who are supposed to benefit from them. Similarly, the CRM could not find evidence that these standards and codes have been systematically incorporated in national legislation.

### iii. Recommendations of the APR panel

817. The APR Panel recommends the following:
- Popularise the international commitments with all the stakeholders, both inside and outside the country, who are supposed to benefit from them (government, civil society).
  - Make the necessary efforts to translate the legal arsenal of the country and all international commitments (government, Parliament).

## 6.3 Assessment of APR objectives

**Objective 1: Promote self-reliant development and capacity building to guarantee self-reliant development**

### i. Summary of the CSAR

818. The CSAR analysed this objective by presenting the process of developing, implementing and monitoring/evaluating some major programmes like the PRSF and the main sector programmes. The CSAR indicated that Burkina

Faso is making efforts for the control and ownership, orientation, design and implementation of its developmental programmes. The policies and developmental programmes are designed and monitored by the technical ministries. The decentralised structures of the ministries concerned convert these policies into regional or provincial developmental programmes and plans to implement them.

819. Central structures are mobilised to monitor/evaluate the policies and programmes at meetings of members of the Cabinet Council, meetings of members of the boards of directors of the central administration and public enterprises, and at meetings of members of the steering committees of projects and programmes. National workshops are also organised to evaluate major programmes. At the regional level, there are two mechanisms. One is overarching, the other vertical.
820. At the vertical level, the regional director organises meetings or workshops with the provincial directors and the provincial structures of civil society, NGOs and the private sector. The programmes are presented and how they will be implemented discussed. The provincial directors, in turn, organise workshops at the provincial level. These bring stakeholders from the province, departments and villages together. These programmes are often implemented at decentralised levels through, for example, regional PRSFs. All the major national programmes have regional action plans. In addition to these structures, interventions and forums are organised to sensitise stakeholders and to improve ownership of the programmes. Examples include the JNP and youth forums.
821. At the overarching level, there is a consultative framework that groups, under the direction of the governor of the region, the different sectors (public, private, civil society and NGOs) that are involved in implementing the PRSF. This is a pyramid structure which, in principle, ensures the participation of all stakeholders at decentralised levels to implement the programme. This process ensures participative development, a feature of Burkina Faso.
822. However, the process of designing programmes like the PRSF, the PDDEB and the PNDS highlights the fact that, despite efforts, there is still the perception that the plans are defined at the central level: they start from the top and move downwards. The country is still very dependent on external aid for funding its development. Burkina Faso still depends on external developmental partners, who intervene through the funding of the PRSF and through budget support.

## ii. Findings of the CRM

823. The issue of promoting self-reliance in SED should be understood in relation to Burkina Faso's capacity to achieve an adequate level of autonomy so that it can implement its SED policies and programmes to ensure the welfare of the majority of the people. This level of autonomy is measured essentially through

its human and institutional capacity to develop, implement, monitor and evaluate developmental activities at the central level via its major structural policies and reforms, and at the decentralised level through activities dedicated particularly to the rural population.

- The degree of autonomy needed to move towards self-reliance can be assessed by measuring the country's actual capacity to fund its developmental policies, programmes and actions and its capacity to support an appropriate strategy for reducing the amount of external funding needed to achieve the envisaged goals.
  - The mission appreciated that the authorities have established strategic frameworks based on documents like the Burkina Faso 2025 study, the PNGT, the PRSF and the regional poverty reduction frameworks. To these must be added several sector programmes: the PDDEB, the PN-AEPA, the PNDS and the PNPF. In addition, the rural development and infrastructure sectors benefit from good programming and monitoring/evaluating practices.
824. All these strategic frameworks and programmes were designed and developed on the initiative and under the direction of the national authorities, with the support of their technical services. These initiatives show that the authorities are willing, and have the capacity, to master the technical aspects of their developmental policies and programmes. The CRM is confident that the country is gradually developing the human and institutional capacity necessary to develop, direct and manage its developmental processes, although, for the moment, it still relies on external technical cooperation – through international financial institutions, foreign offices and consulting firms – in very narrow and specialised areas.
825. The CRM mentioned the establishment of inclusive steering bodies among the efforts made by the country to develop its own capacity. These have occurred particularly at the level of strategic management where a planning function has been developed. Strategic planning structures – such as the National Prospective and Strategic Planning Council (CNPPS); the Prospective and Planning Expert Group (GOEP); and the Prospective and Strategic Planning Unit, which falls within the General Management of Economy and Planning – have been created. The capacity-building efforts include:
- Establishing, at the level of managing public finances and the economy: (i) a new budget structure; (ii) a computerised expenditure system; (iii) an integrated public accounting system; (iv) the inter-administrative system; (v) the integrated system of administration and salaries of government agents; (vi) the public system of debt management and analysis; (vii) the computerised customs system; (viii) the automated forecasting tool; and (ix) budget programmes.
  - Introducing the general census of agents in public administration and the organisational audits at the level of public administration.

- At the level of the private sector: (i) establishing a consular chamber; (ii) creating a one-stop shop; (iii) simplifying administrative formalities; (iv) creating the *Maison de l'Entreprise*; and (v) stabilising the banking and financial sector.
826. The CRM also observed that several structures are involved in strengthening technical capacity. The most visible among them are the universities, specialised centres and institutes, on-the-job training courses and the activities of TFPs. Even if there are many stakeholders involved in capacity building, it also appears that the necessary synergy for achieving real efficiency is not always there. In other words, there is a great need for coordinating the capacity-building activities of the stakeholders in order to direct their efforts to the priorities of SED.
827. With regard to building institutional capacity, several programmes to modernise public administration, for Parliament and the private sector, deserve attention in the future. With regard to Parliament, in particular, the limited number of bills aggravates the problem of weak capacity. This worrying issue deserves in-depth analysis although efforts are being made to address it with developmental partners.
828. The CRM discovered, through discussions held in the regions and interviews with central services, that there are real disparities between the central level and the regional and local levels. It seems that the rural communities are generally capable of taking charge of mini-projects like building classrooms, health centres or water points. Apart from these, capacity falls far short of the requirements. The phenomenon is illustrated by the difficulties experienced about completing developmental tasks correctly at the decentralised level. In other words, the cooperation that is needed between the different levels of decentralisation, the sector policies conceived at the central level, and regional planning is not evident. This is true even for the PRSF, which was designed and implemented at the regional level. The perception that the grass-roots population has of its participation in the strategy needs to be improved. This will be discussed in detail under objective 6 of this chapter.
829. The country developed a major prospective tool in 2005 to promote sustainable self-development. The 'Burkina Faso 2025' document points the way for the country to build an emerging Burkina by 2025 autonomously. It specifies, through its vision and strategies, that the desired future is "[a] united and solid nation, open and integrated, prosperous and abundant, radiant and respected, blossoming and of excellent quality". The most important levers for achieving this vision are, among others: solidarity about sharing the national wealth efficiently, and a balanced and harmonious development of the territory. This desired future was defined in the PRSF at the central and regional levels.
830. One of the major areas to be exploited is to ensure balanced and sustainable development through grass-roots development. Since the country started implementing its decentralisation policy, there has been awareness at national

and regional levels of the need to promote land use planning that ensures regional development and the rational management of the environment. The objective is to ensure a healthy environment for all in the long term and to maintain a balance between the people, the ecosystems and development through a participative and integrated approach. This objective, which requires the rational and sustainable use of the environment by creating efficient urban systems and raising environmental awareness, is one of the MDGs. Equity and efficiency are the bases for reducing intra-regional and interregional tensions and equipment deterioration. However, the competitiveness that results from regionalisation and globalisation must be taken into account.

831. In its concerns about dealing with the harmful effects of external shocks, such as the devaluation of the CFA franc in 1994, Burkina Faso proved its capacity to anticipate by initiating and executing a special programme called 'national commitments'. This is an example of an attempt to master SED and should be highlighted.

#### Box no. 6.1: National commitments

In an atmosphere of uncertainty, caused by the devaluation of the CFA franc on 12 January 1994, the president of the republic invited the people to a meeting on 2 June of the same year. He wanted to put an end to any feelings of resignation or fatality and to engage people in "the perspective of a productive resistance, an autonomous capacity to fight efficiently for concrete achievements". In response to the economic stagnation of the country and to the negative repercussions of the devaluation, six national commitments were made:

1. To protect the environment and fight against desertification.
2. To increase agro-pastoral production.
3. To organise and support the informal and craft sectors.
4. To develop the network of SMEs and SMIs.
5. To support the productive activities of women.
6. To upgrade the general level of knowledge at the grass-roots level and develop cultural, sporting and other activities.

These national commitments largely anticipated the major global and African initiatives to fight against poverty.

The results, after years of implementation, show that there have been some major achievements. However, major constraints have impeded the execution of the programmes. "The past decade may be considered as a phase for capitalisation of the experiences," the president of the republic emphasised in his address to the nation at the 10<sup>th</sup> anniversary of the national commitments. He stated further that "[f]uture projects and programmes will continue to be guided by the logic and philosophy of the programme for integrated development" and that the "efforts should focus on...six areas of action...". These areas are education, health, the environment, agriculture, the fight against youth unemployment and, finally, the promotion of human rights.

A permanent secretariat has been created to ensure that the implementation of all the projects is coordinated. It publishes an annual activity report on the monitoring of the

commitments.

832. The promotion of self-reliance and autonomy in SED is also illustrated by the willingness of the country to commit itself fully, or at least largely, to funding its developmental programmes and projects. This poses the problem of the country's dependence on external aid. This is considerable and is shown by the proportion of external funding compared to the total amount of funding. It is true, generally, that the TFPs have a powerful influence on developmental programmes and policies. ODA is noticeably present and, according to the PRSF, represents about 70% of the funds mobilised for developmental programmes. Burkina Faso has, for a long time, benefited from the HIPC Initiative. It is also a member of the Least Developed Countries (LDCs) and the Cotton Four (C4, namely Benin, Burkina Faso, Mali and Chad) on the framework of the Cotton Initiative of the WTO, over and above all the commitments made at the subregional level through WAEMU and ECOWAS.
833. Burkina Faso's situation is comparable to those of other countries in the subregion with similar economies. In fact, the autonomy of a country in conducting and managing socioeconomic development is measured by the political and financial control of the developmental process and by other parameters. These are the institutional and technological capacities in the development, implementation and monitoring/evaluation of the SED programmes; the ownership of the entire process by the state machine and major components of the nation; and the solidity of the consensus around a vision and planning for a sustainable future. The country is mobilising its political and human resources to implement the policies developed by the authorities in the coming years.
834. Although in a system marked by globalisation and interdependency, it is difficult for a poor country to be totally self-sufficient in SED. African heads of state felt that, in the framework of the APRM, the countries should at least assume control, leadership and ownership of their SED processes. This is not incompatible with accepting aid from developmental partners, particularly financial, technical or technological support.
835. Self-reliance can also be measured by the proportion of external funding compared to the total funding for SED in the country. Parameters like the debt burden in relation to GDP and export revenues are quite revealing if they are considered over a period of at least 10 years. Other parameters should also be considered. These are the proportion of external funding in the public investment budget, and the proportion of ODA in the other programmes, including humanitarian assistance programmes, emergency programmes, and others.
836. There are presently more than 50 development partners operating in Burkina Faso. They are mainly constituted by bilateral partners, multilateral agencies, NGOs and decentralised cooperation actors. The table below presents the main partners through the volume of their operations as published in the 2007

Statistical Year Book of the INSD. The activities of the partners in Burkina are mostly in the areas of autonomous technical cooperation, technical cooperation associated with investment projects, funding of investment projects, budgetary aid or support for the balance of payments, food aid and emergency assistance.



**Table no. 6.1: External aid by donor (in CFAF millions)**

<b>Donor</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
International Development Association (IDA)	31,874	36 451	24,064	46,466	26,377	32,072	81,512	67,810
International Fund for Agricultural Development (IFAD)	703	1,558	1,539	504	1,517	3,707	1,617	3,373
Food and Agriculture Organization (FAO) of the UN	2,194	1,800	524	37	0	0	0	0
IMF	8,758	10 423	8,039	11,469	7,632	2,509	2,594	5,158
UN Equipment Fund	1,042	2,164	481	250	526	367	1,009	983
UNDP	3,406	2073	1,375	2,318	2,999	3,074	5,789	11,142
UNFPA	710	982	327	706	799	1,341	1,579	1,572

<b>Donor</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
UN Children's Fund (UNICEF)	2,475	3,760	1,894	2,704	2,654	3,843	6,203	6,389
UN World Food Programme (WFP)		2,486	1,762	2,386	3,065	2,934	2,940	3,819
WHO	830	1,097	1,313	814	1,587	4,233	2,901	2,212
UN System (UNS)	56,372	62 908	41,317	67,654	47,157	54,079	106 145	102,458
Arab Bank for Economic Development in Africa (ABEDA)	2,974	4,076	2,334	1,479	2,025	1 253	3,123	3,973
African Development Forum (ADF)	7,692	7,201	7,083	8,301	22,559	16,440	20,071	38,992
European Commission (EC)	28,921	34 497	33,361	27,711	58,548	50,386	45,649	44,257

<b>Donor</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
European Investment Bank (EIB)	4,899	8,334	1,591	383	443	6,340	2,861	9,091
ECOWAS Fund	0	0	0	0	1,175	550	702	925
Islamic Development Bank (IDB)	2,470	4,478	4,641	3,640	2,546	3,832	3,901	8,642
Organization of the Petroleum Exporting Countries (OPEC)	1,418	2,074	1,328	2,271	2,341	1,960	1,882	3,008
BOAD	997	745	1,394	1,534	1,880	2,096	8,303	3,043
Other multilateral institutions	49,456	61 826	51,732	45,320	91,518	82,858	63,298	111,932
Austria	1,485	1 633	1,565	1,567	1,630	1,126	2,175	1,708

<b>Donor</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Belgium	2,585	4,064	4,821	5,176	4,780	8,899	5,332	1,434
Canada	5,621	6,959	4,690	5,089	6,303	4,557	6,342	7,884
Denmark	13,033	15,623	15,442	19,123	9,078	10,024	12,150	14,611
France	22,781	24,388	17,225	11,808	17,521	21,389	22,792	26,311
Germany	19,293	20,733	10,751	11,465	9,463	10,832	10,772	9,969
Italy	0	290	75	604	0	0	2,936	1,261
Japan	9,666	6,554	4,585	0	0	0	0	0
Kuwait	2,890	4,900	1,997	1,962	1,514	2,440	3,558	8,333
Luxembourg	482	2,527	841	3,974	354	1,371	3,594	5,117
Netherlands	11,743	13 805	9,160	19,032	23,832	16,323	32,689	21,457
Norway	440	1,238	0	0	0	0	0	0
Taiwan	5,395	8,467	9,117	6,232	8,316	7,220	9,596	9,709

<b>Donor</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Saudi Arabia	3,986	2,409	442	0	279	1,012	601	849
Spain	761	3,029	1,441	0	0	0	0	0
Sweden	0	0	0	3,323	4,681	4,624	5,214	5,122
Switzerland	8,569	10,248	6,722	77,247	7,069	8,202	8,697	9,349
United States	88	0	4,193	3,021	0	0	0	0
<b>Total bilateral aid</b>	<b>108,816</b>	<b>126,867</b>	<b>93,068</b>	<b>99,624</b>	<b>94,819</b>	<b>98,019</b>	<b>126,448</b>	<b>123,117</b>
NGOs	1,491	6,916	7,135	5,657	10,189	10,375	13,917	15,966
<b>Grand total</b>	<b>216,136</b>	<b>258,516</b>	<b>193,252</b>	<b>218,256</b>	<b>243,684</b>	<b>245,331</b>	<b>333,001</b>	<b>353,472</b>

Source: General Directorate of Cooperation/Ministry of Economy and Finance; INSD, 2007 Statistics Year Book, External Aid.

837. The capacity for coordinating developmental activities efficiently is a good indicator of the level of control over the processes. In Burkina Faso there is good capacity to capture and mobilise funding opportunities through a dynamic international cooperation policy. However, the need to ensure the efficient coordination of external contributions, in order to improve the efficiency with which they are absorbed in the different sectors and regions of the country, remains a challenge that should be met as soon as possible. The challenge here is to achieve total control and leadership over the aid so that it benefits the people.
838. It should be noted that, despite the significant progress made by, for example, introducing the annual meeting of project managers to exchange views about the different problems regarding the duration of programmes and projects, problems remain. The shortage of an efficient mechanism to harmonise the interventions of developmental partners is still noticeable, despite the adoption of the Paris Declaration in 2005. The stakeholders agreed that the range and variety of their activities do not facilitate the optimal management of the investments allocated to the funding of projects. Indeed, there is a multitude of approaches and procedures. They all complicate the institutional problems and can create confusion in the field. They sometimes even defeat the objectives and frustrate the expectations of the population.
839. However, the introduction of a protocol on 'Joint Budgetary Support for the PRSF', and the gradual implementation of the principles of the Paris Declaration on harmonising the national procedures by some developmental partners, are the beginnings of a response to this issue. They also underline the progress made by Burkina Faso in implementing the Paris Declaration, particularly the establishment of coordinating frameworks in the education and health sectors and the joint government/TFPs evaluation seminar. These led to the preparation of the report on implementing the Paris Declaration. It is desirable to increase these concerted activities within the framework of harmonising mechanisms and the process of strengthening national management capacity.

### iii. Recommendations of the APR Panel

840. The APR Panel recommends the following:
- Improve the performance of structures in managing and coordinating policies and programmes in order to advance quickly towards self-reliance (government).
  - Improve the statistical information system in order to improve the management of the economy (government).

- Create the conditions for better coordination between the major national and sector strategies, designed at the central level, and regional and local planners (government, TFPs).
- Continue the efforts already made to ensure that the SED process really integrates all components of the nation (including the territorial communities) with public stakeholders (government, territorial communities).
- Accelerate the implementation of the Paris Declaration on harmonising aid procedures and move towards the mutual evaluation of stakeholders (government, TFPs).

**Objective 2: Accelerate socioeconomic development to achieve sustainable development and eradicate poverty**

#### i. Summary of the CSAR

841. The CSAR emphasised that two key documents constitute the frame of reference for Burkina Faso's socioeconomic developmental strategies. These are the PRSF and the National Population Policy (PNP), which was adopted in 1991 and revised in 2000. The PRSF hopes to reduce poverty through a set of sector programmes and priority activities. The quantitative objectives are, by 2015, to:
- Achieve a *per capita* GDP growth of at least 3% *per annum* between 2000 and 2002, and a 4% to 5% growth *per annum* after 2003.
  - Achieve a poverty incidence of 30% compared to one of 45% in 2003.
  - Improve life expectancy at birth by at least 10 years.
842. The guiding principles of this strategy have been fixed. They are closely associated with:
- Adopting an optimistic attitude.
  - Promoting good governance.
  - Developing human capital.
  - The sustainable management of natural resources.
  - Addressing gender issues.
  - Promoting employment and the youth.

- Enculturation and becoming receptive to new ideas.
  - Promoting new ICTs.
  - Reducing regional disparities.
  - Addressing the subregional dimension.
  - Promoting new partnerships with donor agencies.
843. Four priority areas were identified: basic education, basic health, drinking water and rural development (including food security and opening up the country). Sector policies and strategies have been designed and action plans and investment programmes developed. The financial results of the public investment programme for implementing the PAP in 2006 show that nearly 86% of the resources needed were acquired or mobilised and that 82.2% of the plans were realised.
844. The most important difficulties encountered by the PAP were the lack of links between the PRSF and the state budget on the one hand, and the large number of consultation and dialogue frameworks on the other. The Ministry of Economy and Finance began debating how to integrate the procedures better and how to improve ownership of the processes by the stakeholders.
845. At the economic and financial level, the results seemed encouraging:
- Economic growth was sustained and reached an annual average of around 6% between 2001 and 2007.
  - Tax revenues, apart from donations, represented an increasing proportion of GDP: 11.1% in 2001 and 14.0% in 2007.
846. With regard to achieving the MDGs, apart from those for basic education, the results seem more problematic. Three surveys on poverty conducted in 1994, 1998 and 2003 show that the incidence, depth and severity of poverty have increased.

## ii. Findings of the CRM

847. The efforts initiated by the public authorities for promoting development are considerable. Well-conceived policies and strategies were developed for the economic and social sectors. These, in turn, are regularly monitored. Poverty reduction is addressed in its many dimensions and the involvement of stakeholders is ensured.
848. The CSAR reported that consistency between these sector policies and the state budget is still not guaranteed. However, the public authorities are aware of the weakness, have begun to reflect on it and, hopefully, will find the mechanisms for overcoming it.



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849. The first major concern about developmental policies and strategies is how to integrate them with the vision of creating wealth and distributing it. Even if the poverty reduction strategies are integral parts of the developmental policies they cannot be the only unifying instruments. Developmental policies, in fact, have three bases: (i) a base for creating wealth; (ii) a base for distributing it; and (iii) a base for redistributing it.
850. The last two bases constitute social policy. Poverty reduction is an element of social policy. The CRM appreciated the 'Perspective 2025' document. However, like any visionary text, it was not intended to lead to an immediate developmental policy, much less to a short or medium-term plan. The CRM had no knowledge of the strategy or plan for creating and distributing wealth.
851. The second concern about these policies is the distribution policy and its mechanisms. The CRM received no information about specific implementation strategies from Burkinabe authorities. The different stakeholders often raised the issue of the increasingly unequal trends in incomes. They emphasised the misery of the rural world, where four-fifths of the population live on the one hand, and the wealth in some districts of the capital on the other. The statistical instruments and studies provided to the CRM made it impossible to determine distributions or trends in income.
852. Salary negotiations are not institutionalised. They seem rather to depend on the economic situation and the demands of the unions. The same applies to the issue of the minimum wage. It is supposed to be increased annually according to the rate of inflation. However, this happens irregularly. The shortest interval registered during the past 25 years was four years and nine months. The latest increase happened in 2006 after nearly eight years of frozen salaries. The increase was 6.5%, whereas the general price index registered during the same period showed an increase of nearly three times higher. Such a situation can only exacerbate the tensions. It compels unions now to demand a salary increase of 25% and exposes the macroeconomic balances to brutal shocks.
853. The redistributive mechanisms operate through the free, or quasi-free, provision of social services (especially education and health) or of basic services (drilling boreholes in particular). There are no allocations or grants paid to vulnerable categories except in cases of natural disasters.
854. The third concern is the poverty reduction policy itself, and its many dimensions, such as improving access to basic services and to job and income opportunities. Considerable efforts need to be deployed to fight against monetary poverty, strengthen the capacity of the poor to access decent food, and increase their purchasing power.
855. Progress has been quite slow in mobilising autonomous resources for development. Indeed, an analysis of the trend for the past 10 years shows that there has even been stagnation. The autonomous revenues of the state, compared to GDP, have been limited to between 12% and 13%. There is a very high deficit to be met in terms of economic and social interventions, and

considerable resources need to be mobilised. The relevant WAEMU convergence criterion, which is a fiscal rate of at least 17%, remains distant. It is true that it includes the incomes of the local communities, which are about only 1%. There is still a shortfall of at least 4%. It may be difficult to impose taxes on essential commodities, and additional revenue must be sought in other areas.

856. The TFPs generally value Burkina Faso. This enabled the country to mobilise considerable resources. It consequently received grants which averaged US\$ 370 million *per annum* for 1999 to 2005. It should also be mentioned that the amounts of budget aid increased from 20% in 1999 to 26% in 2004, and that investment projects constitute the primary aid item with more than 60% of the total. Finally, Burkina Faso benefited from the total cancellation of its multilateral external debt incurred from G8 countries under the HIPC Initiative. Budget relief amounted to CFAF 79.2 billion, of which more than 60% was recommitted to the Ministry of Health and the Ministry of Basic Education and Illiteracy Elimination.
857. Two facts need to be emphasised about the allocation of budget resources:
- The allocations to the economic and social ministries increased regularly from 68% of the total budget, excluding common inter-ministerial expenditure, at the beginning of 2000 to 75% in 2007.
  - On the other hand, investment expenditure has increased and exceeded 50% in 2006 and 2007, excluding common ministerial expenditure, compared to less than 40% at the beginning of 2000. The WAEMU convergence criterion establishes the wage bill tax revenue ratio at 35%. It has been over 41% during the past few years. The solution is not to freeze the salaries of civil servants or to limit recruitments for the public service – particularly in the vital economic factors and in the sensitive social sectors – but to increase tax revenue. The needs in health and education personnel are considerable. Further, social dialogue with unions in the public service, which is crucial for modernising the administration and for real social peace, cannot be sustained without guaranteeing the purchasing power of civil servants and ensuring that they enjoy the fruits of growth.

**Box no. 6.2: Developing fiscal resources: the example of the Yako commune and fiscal civism**

Created recently, the Yako commune saw its budget decreasing from year to year until it reached about CFAF 65 million. There were no prospects of increasing it, while the unmet needs of its inhabitants were considerable. Tax collection agents were even chased from the market in 2003. The Yako Municipal Council saw its activities as falling within the framework of sustainable economic development and took the initiative of establishing a partnership with the Hans Seidel Foundation. Training sessions on communal and fiscal civism were organised for elected local councillors, potential taxpayers (such as transport owners and traders), the people and communal tax collection agents between 2004 and 2007.

The revenues of the commune reached the ceiling of CFAF 100 million for the first time in 2007. This is an increase of between 35% and 55% compared to previous fiscal years. The provisional budget was estimated at nearly CFAF 139 million for 2008. Infrastructure was developed for the citizens. The first section of the Yako market was built, the forest of the commune fenced, the communal senior high school renovated and its work improved, the municipal police headquarters built, and a health post attached to the ONEA network.

The rapprochement between the taxpayers and their commune has begun in earnest. Tax collection agents are now respected, and a close link has been established between tax contribution and development.

858. The results in growth over the past 12 years are highly positive. It is 5.5% or higher (as against 3.5% for the previous decade). Growth is also more regular and less volatile. It therefore becomes more predictable. If these results mark a clear break with the past and are shown by a doubling of GDP, they are still weighed down by considerable population growth, which reached 2.9% between 1996 and 2006.
859. There is a national population policy. However, neither the operations nor the objectives of the PNP or CNP measure up to the challenges of a growing population. In fact, the CNP has virtually not functioned since it was created in 1983. The actual policy is limited, as it were, to reproductive health,<sup>46</sup> and does not consider other factors. It set an objective to increase the use of contraceptive methods from 6% in 1998 to 19% in 2015. However, the demographic pressure on resources has become dramatic, and the proportion of women who want to practice family planning is more than two times higher than the objective set for 2015.<sup>47</sup> If the rate registered in 2003 was only 14%, it is because two-thirds of women who want to limit the sizes of their families cannot find the necessary contraceptive methods. Finally, unlike the other sector policies, the PNP has not been subjected to periodic evaluations.
860. The total fertility rate (TFR)<sup>48</sup> and the general fertility rate (GFR)<sup>49</sup>, which are in force today, are virtually the same as those registered at the time of independence. Today, TFR is 6.2 (against 6.1 in 1960) and GFR is 206 per 1,000 compared to 199 per 1,000 in 1960. This very high fertility rate is associated with a set of factors, the most important of which is, undoubtedly, the level of education. There are also other factors like infant mortality (when

<sup>46</sup> The four objectives of the PNP, as defined in December 2000, are:

- To contribute to the improvement of health of the population, particularly its reproductive health.
- To improve knowledge about population growth, gender and development.
- To facilitate an efficient and balanced spatial distribution of the population, as part of the land use planning policy, while taking into account migratory phenomena.
- To ensure that issues of population, gender and sustainable development are addressed in development projects and programmes.

<sup>47</sup> The EDSBF 2003 established that 42.6% of women of childbearing age want to practice family planning.

<sup>48</sup> The TFR is the average number of children that a woman is expected to have by the end of her reproductive life if she were exposed to all the ages of her genetic life and the same levels of fertility as prevailed during the year under consideration.

<sup>49</sup> The GFR is the average annual number of live births in relation to the population of women of childbearing age.

the infant mortality rate<sup>50</sup> is high, parents protect themselves from the risk of losing their children and therefore have many), the age at which women marry and polygamy. The average age of the first marriage of women was given as 18.7 in 1996. However, a large number of young girls marry as soon as they reach the age of 15, thereby increasing the probability of additional births. A third of married men were polygamous in 1996 and the number of women per polygamous man has increased to 2.5 since 1985. It is difficult for a country to achieve economic progress with such a demographic load.

861. It should be emphasised that the very high demographic pressure on the country would have been greater if a considerable number of Burkinabe had not emigrated. The phenomenon is ancient<sup>51</sup> and dates back to the colonial decree of 11 August 1933. This stipulated that five villages be founded by communities of Mossi workers transported from the villages of Koupéla, Garango, Tenkodogo, Koudougou I and Koudougou II to the Gouro territory in Côte d'Ivoire. The same thing happened for six other Mossi villages moved for the development of the Niger Valley (*Office du Niger*). Burkinabe emigration has never stopped and it is only since the last Ivorian crisis that it has stagnated. There are no reliable statistics on its importance because the Burkinabe abroad are only rarely registered in consular files and they do not declare themselves as immigrants in host countries.
862. The permanent secretariat of the CSBE estimated their number to be 5.3 million in 1996. Of these, 3 million live in Côte d'Ivoire, 1.5 million in Ghana, 400,000 in Sudan and 300,000 in Mali. The remainder are distributed among several other countries. These figures date back about 10 years, but the current situation, especially after the outbreak of the Ivorian crisis, is not known. According to the CSBE, 365,900 Burkinabe were repatriated from Côte d'Ivoire in the Bayiri operation, but nearly all returned after the crisis was resolved. The number of Burkinabe abroad is about 8 million. The funds transferred by these Burkinabe are estimated at CFAF 50 billion *per annum* today after they reached CFAF 150 billion in the 1980s. Investments made in their country of origin are mainly in the real estate sector.
863. It is acknowledged that there is virtually no political migration, but that "it is being developed under the responsibility of the National Population Council" and that "there is a political will to efficiently manage Burkinabe migration".<sup>52</sup> Decree 2007-308 of 24 May 2007 created the CSBE formally and defined its mission, its organisation and its operation. It is now necessary to add more to the mission, particularly because it envisages only "promoting social actions for improving the living conditions of the Burkinabe abroad", ensuring "the full participation of the Burkinabe abroad in the economic, social and cultural development of Burkina Faso" or facilitating "their reinsertion into the national life".

<sup>50</sup> See below, access to health.

<sup>51</sup> It is in his book *BURKINA FASO. Migration et droits des travailleurs (1897-2003)*, Editions Karthala that Titinga Frédéric Pacere describes in detail the history of Burkinabe emigration.

<sup>52</sup> See Presentation of the Supreme Council of Burkinabe Abroad, page 4.

864. Overburdened by a very high population growth, and which would have been higher still without emigration, economic growth is suffering from another disadvantage. It is poorly distributed geographically. Indeed, economic growth has generally tended to be rapid in regions with high levels of income and slow in poorer regions:
- The relatively wealthy regions, in which growth has been rapid, include the *Hauts-Bassins* (where economic growth has reached an annual average of 7.3% and an average income index of 137) and the Centre (where economic growth has reached 7.9% per annum and an average income index of 279).
  - The poor regions, where growth has been slow, are the *Boucle du Mouhoun* (where economic growth reached an annual average rate of 4.6% while it had an average income index of 79), the South-West, the Centre-North, the Central Plateau, the Centre-East and the Centre-West.
865. Only three regions were spared this pattern of unbalanced growth. These are the East which, although naturally disadvantaged, had an economic growth higher than the national average; the *Cascades*, which is in the same configuration but with a departure base close to the average; and the Centre-South which, although rather favoured initially, has suffered a decline in its economic growth.
866. This growth is unbalanced. It is also not a pro-poor growth, as the PRSF indicated: “despite the good levels of growth registered by the Burkinabe economy, the results of the three priority surveys conducted by the government in 1994, 1998 and 2003 describe an aggravation of the incidence of poverty... Compared to 1994, it globally increased by 2 points. The indexes relating to the gravity of poverty (depth and severity) have also slightly increased, indicating that the poor are further removed from the poverty belt”.<sup>53</sup>
867. This monetary poverty is expressed in the health of men and especially of women and children. In all the regions of the country, without exception, workshop participants, educators, health staff and mothers in particular declared that their children were starving and that the high prices of essential goods were making life increasingly difficult for them. The participants pointed out that there has not been a decline in poverty in any region, although they acknowledged that there has been some improvement in access to the different basic services. This also stresses the differences between the perception of poverty by the stakeholders, and the actual situation as shown in Table no. 4.2, showing reliable progress.
868. The Burkinabe survey on the living conditions of households (EBCVM) of 2003 showed that 46.9% of households assert that they have difficulty meeting their food needs. Of these, 49.1% are in rural areas and 38.6% in urban areas.

<sup>53</sup> PRSF, Ministry of Economy and Development, July 2004, page 1.

Emaciation and inability to thrive affect nearly half of the children and, according to statistics, the situation seems to have deteriorated between 2003 and 2005. In 2005, more than half of the children were unable to thrive. The proportion has increased by nearly 7% compared to 2003. The proportion of emaciated children has also increased significantly by 3.9%, even if the situation is less serious. Despite the increase in health centres and better access to health care, child mortality has not reduced. Health personnel highlight the fragility of children and their extreme vulnerability to disease.

869. Infant mortality has declined from 114.6 per 1,000 in 1991 to 81 per 1,000 in 2003. However, child mortality has increased from 79.4 per 1,000 to 111 per 1,000 over the same period. Overall infant-child mortality remains high at 184 per 1,000. The decline in infant mortality can be attributed to better health care for mothers and children, widespread vaccinations and breast-feeding during the first year. However, once the children have been weaned, they are seriously affected by malnutrition and exposed to diseases and death.
870. The CRM acknowledges that the Burkinabe authorities have implemented rigorous economic and social policies. Growth has been achieved, and yet poverty has not been curbed. The observers, notably the TFPs, have been wondering why, despite the success registered at the economic front, Burkina is still lagging behind in terms of human development. The reasons are multiple and relate to the persistence of the basic economic structure; the predominance of the primary sector (80% of the population), but with a low contribution to GDP; the low productivity of the primary sector; the unfavourable prices paid to the rural farmer; and the inequality in income distribution (see Chapter 4, objective 1).
871. It is clear that the vast majority of inhabitants of the country depend on agriculture for their incomes, and that the prices of agricultural products tend to decline or stagnate. Since production has not increased significantly, the income of rural dwellers drops, all the more so as the prices of essentials and other products – such as oil, fuel, energy and soap – are increasing rapidly.
872. It is also clear that prices of basic agricultural products vary considerably from one month to another. Prices generally increase by up to 50%, and sometimes even 100%, between the harvesting and the bridging periods. Poor farmers, who are often in debt, are forced to sell their harvests immediately. During the bridging period, however, they are at the mercy of speculators who sell their products at inflated prices and at considerable profit margins. There used to be a body responsible for regulating prices in the sector but it disappeared while the structural adjustment programme was being introduced. What was clear was that the prices of some imported commodities, such as energy and cereals, increased considerably. Faced with these exogenous shocks, the support mechanisms did not function with the required speed and determination. Finally, there is no mechanism to target and eradicate poverty: there is no permanent supply of goods to the poorest categories of people for payments in kind.

873. In the face of the recent shocks and protests against the high cost of living, the Burkinabe authorities have been active. In a reaction to the spectacular increases in the price of oil, they standardised prices between different products to ease the shock suffered by the weakest categories. As a reaction to the increases in the prices of consumer products, they suspended taxes on food products and fixed consumer prices. To counter the actions of speculators they acquired stocks of grains. They sold them at 'social' prices and supplied basic consumer goods to the poorest population groups at affordable prices.
874. Growth has not been balanced either regionally or socially. It has not been sustainable either. Indeed, the results of the SNAT are worrying since they expose serious and increasing imbalances between ecological resources (pedologic, climatic and hydraulic resources) and human needs:
- Areas in the central Mossi regions are saturated. The demographic pressure is at the origin of the destruction of lands and deforestation. The SNAT document emphasised that the "decongestion of the Central Plateau is a necessity".<sup>54</sup>
  - Densities in the Sahel and provinces of the North are lower. However, the climatic degradation and the increasing extensive stock raising have made the soils and vegetation vulnerable.
  - In the regions at the limit of saturation, the south, the west and the east, displacement of herds from the Sahel is resulting in overgrazing and degradation of the plant cover. The clearings by the new arrivals for cotton production are aggravating the risks of degrading the vegetation and soils.
875. SNAT concluded that "today, Burkina Faso is engaged in a process of non-sustainable development".<sup>55</sup>
876. Finally, if there is a characteristic of growth in Burkina Faso, it is its rural nature and its under-urbanisation. "The distinctive feature of the country, including within the Sahelian group and even with Chad and Niger, is its highly pronounced under-urbanisation," SNAT<sup>56</sup> emphasised. During the last census of 2006, Burkina Faso revealed an urban population that represented just 22.6% of the total population.
877. Its urban network comprises two major and dynamic towns. Ouagadougou has 1.5 million inhabitants and is growing at an annual rate of 4.9%. Bobo-Dioulasso has 436,000 inhabitants and is growing at an annual rate of 3.5%. The two towns account for 63% of the total urban population of the country. The remaining towns have a population of fewer than 83,000 inhabitants and grow at an annual rate of 3.3% or lower. These towns registered, for the 1996 to 2006 period, a growth rate lower than that registered for the 1985 to 1996 period.

<sup>54</sup> SNAT, Volume 1, page 134.

<sup>55</sup> Op. cit., page 121.

<sup>56</sup> Op. cit., Volume 1, page 15.

878. The pressure on natural resources has become too great. Economic growth cannot be based only on agriculture, and Burkina Faso cannot base its development on only two towns. Its social assets cannot be disseminated to all the different regions. Economies of agglomeration and scale are necessary. All these factors underscore the need for economic growth based on a policy of land use planning and urban structuring.

### iii. Recommendations of the APR Panel

879. The APR Panel recommends the following:

- Seriously review the strategies for sustainable development, wealth creation, and the distribution and redistribution of incomes by articulating economic development, social development, the preservation of natural resources, and regional and urban development to reverse the ‘great social deficit’ (government, local and regional communities, unions, civil society).
- Initiate a reform of public finance with a view to increasing the resources of the state and the local and regional communities, as well as the budget allocations to the education and health sectors (government, local and regional communities, unions, civil society).
- Intensify the implementation of the PNP aimed, notably, at controlling population growth and also promoting women (government, CNP, women’s movements, health staff, media).
- Develop a policy for the immense Burkinabe diaspora. This policy needs to encourage the creation and development of associations of Burkinabe in all foreign towns where there is a significant community of Burkinabe nationals. It also needs incentives so that savings can be repatriated to their country of origin for its productive use (government, financial institutions, CSBE).
- Implementing a strategy to absorb exogenous shocks (particularly increases in the prices of energy and essential products) and to eradicate monetary poverty through measures targeting the poorest population groups (government, local and regional communities, civil society).

**Objective 3: Strengthen policies, distribution mechanisms and results in key areas: education, health and control of HIV/AIDS**

### i. Summary of the CSAR

880. **With regard to education**, although reform has included all educational cycles, government action was concentrated primarily on basic education



during the past 10 years. Policies were implemented within the framework of the PDDEB. This was adopted by decree on 20 July 1999, but officially only launched in September 2002. The objectives of this plan are:

- To increase access to basic education and to reduce the disparities between genders, regions and the socioeconomic conditions of school children.
- To improve the quality, relevance and efficiency of basic education and to develop consistency and integration between the different cycles and methods of education.
- To eliminate illiteracy and promote new forms of alternative education.
- To develop capacity for piloting, managing and evaluating the central and decentralised structures and for coordinating external interventions.

881. The PDDEB aims to increase the education rate to 70% and to reduce illiteracy to 40% in 2009. The CSAR emphasised that the results seem positive after five years of implementation. There has been an increase of more than 20% in the gross rate of education (GRE) and in TNS between the 2001/2002 and 2006/2007 academic years. The GRE increased from 45% to 67%, while TNS increased from 32% to 53%. There has also been some improvement in infrastructure. The number of schools has increased from 5,389 to 8,182 and that of classrooms from 19,252 to 28,925.
882. Some difficulties were encountered. Contractors accumulated delays when building schools and there was a lack of equipment and logistical resources. There were also problems about recruiting adequately trained teachers and practising teachers who were reluctant to attend training courses because they are not paid. Secondary establishments are also in short supply.
883. **With regard to health**, the CSAR noted the monitoring activities and the participation of stakeholders in the policy development process. It also presented the innovations and improvements that were introduced by the programmes. These included sensitising people during immunisation campaigns, sensitising and involving opinion leaders in the programmes, involving the people in the fight against HIV/AIDS, caring for and supporting those infected by supplying them with anti-retroviral drugs (ARVs) and food, training community health workers, and paying and compensating health workers.
884. The impact of the health programmes includes: (i) bringing health services closer to the people; (ii) increasing the use of health services; (iii) improving the quality of care; (iv) using community health workers to follow-up on the vaccinations of children; (v) upgrading knowledge through training courses; (vi) reducing disease significantly; and (vii) caring for and supporting patients efficiently.

**ii. Findings of the CRM**

885. **With regard to education**, there have been rapid improvements in basic education but less so in the other cycles. Considerable quantitative progress has been made in basic education:

- There were nearly 1.6 million school children in 2006/2007. Of these, 55.2% were boys and 44.8% girls. Ten years earlier there were only 738,100 school children. The number has more than doubled. The increase in the number of female pupils is more rapid than that of male pupils.
- The annual growth in the number of school children has been nearly twice as fast between 2000 and 2001 as it was between 1996/1997 and 2000/2001. It was about 9.6% in the second period compared to 5.1% in the second half of the 1990s.
- Both the public and private sectors have contributed to the increases in the numbers of pupils. The public sector contributes 86.4% of the total number of school children. The private sector, which contributes 13.6%, is growing at a faster pace.
- The gross rate of admission (GRA) in *CPI* increased by more than 31% during the past five years. It increased from 46.9% in 2001/2002 to 78.3% in 2006/2007. The improvement is greater among girls than among boys, even if inequalities still exist. The GRA of girls is 73.2% while that of boys is 83.3%.
- GRE in the primary phase is a better general indicator. Given that there were some time gaps in making improvements to admissions to *CPI*, there has been remarkable progress. An average improvement of 21.4% was achieved in five years. Girls improved by 22.6% and boys by 20.5%. This GRE increased to 66.5% in 2006/2007 compared to 45.1% in 2001/2002.
- The completion rate is improving more slowly. Only 8.4% was gained during the past five years. Only 36.4% of primary school children complete their education. There is a gap between the completion rates for boys and that of girls. Boys had a rate of 40.3% compared to 32.4% for girls. Burkina Faso has set a goal of 70% for 2015. This will be remarkable progress compared to the current situation as it virtually doubles the completion rate. However, it falls short of the MDG of 100% for all countries.

886. The problems facing the basic education sector are qualitative in nature:

- There is a tendency to saturate classes. The average number today is 54 pupils per class compared to 51.6 in 2000/2001. The number of pupils per class is 120 in several schools. Sometimes there are even 220 pupils in the same class.

- The supervision of schoolchildren is stagnating or even declining. The ratio is 54 pupils per teacher.
  - The internal output of the primary education system is still low. It has repetition and dropout rates of between 15% and 20% in *CP2* and between 20% and 25% in *CE2*.
  - Schools are under-equipped. The shortage of tables and chairs has worsened from 133,000 in 2000/2001 to 215,000 in 2004/2005. The proportion of schools with drinking water was 59.3% in 2006/2007, although this has declined compared to the 66.1% in 2000/2001. The number of classrooms in straw huts exceeded 2,000 in 2006.
887. Schools are important in the health of children:
- Schools with canteens totalled 64% in 2006. Canteens were introduced in 4,868 of 6,960 public schools and benefited more than 975,000 out of 1,349,000 pupils in 2006/2007. Greater efforts are needed to increase coverage and to supply items of food.
  - The school health/nutrition programme effectively began in 2006. It started in about 4,000 primary schools with the support of a consortium of NGOs. The experiences of the programme will be analysed during Phase II in order to extend it to all schools.
888. The authorities are fully aware of the situation. Phase I, which has just ended, focused on achieving quantitative goals. Phase II, which is under way (2008-2010), will concentrate on accelerating the establishment of the educational infrastructure and on qualitative improvements.
889. The number of students in secondary education has been growing as quickly as it has in primary education, and in a more sustained manner for girls than for boys. The expenditure multiplier coefficient was 2.1 for boys and 2.7 for girls between 1996/1997 and 2006/2007. The annual growth rate of the student population was 9.9% for 2000 compared to 6.7% for the second half of the 1990s.
890. Two points need to be made about secondary technical education. The first is its low position in the secondary system. The second is the high number of girls, which is equal to that of boys.
891. Progress in basic education only became noticeable in 2000. Given the low completion rate, the GRA to the secondary level was low (22% on average) as many children stopped their education. Secondary education should be promoted in remote areas as the costs of transportation are unbearable for poor families. The average distance to be travelled is 13km for the entire country. The four regions are in a particularly difficult situation. This is especially true of the Sahel, where the average distance is 28km, and in the east, where the average distance is 23km. Boarding facilities are also not available.

892. The difference between the rate of completion in the primary cycle and the rate of admission to the first year in the secondary cycle is important and concerning. The latter was 34.1% in 2005/2006 and the former 23.2% in 2006/2007. This is a difference of nearly 11%. Nearly a third of school children who complete the primary cycle do not enter the secondary cycle.
893. In the primary cycle, the public sector offers nearly nine-tenths of places. In the secondary cycle, by contrast, the private sector is more noticeable. It has 2,117 classrooms (42.3% of the total) in general secondary education. The private sector has 544 classrooms in technical secondary schools, four times more than the public sector. The private sector provides tertiary education mainly (accounting or secretarial courses), while the public sector concentrates more on industrial education. The difference is caused by the very high cost of industrial education, which discourages private stakeholders.
894. The growth in the rate of secondary education is a very recent phenomenon. This has been caused by the growth in the primary cycle and the gap of several years between its growth and growth in the secondary cycle. Progress in the secondary GRE has, therefore, still been slow. GRE in the secondary cycle was only 17.7% in 2006/2007. An examination of the situation in the different regions sometimes showed spectacular inequalities. In the Sahel region, for example, the secondary GRE was 2.8% for girls and 6.3% for boys.
895. There is a shortage of teachers almost everywhere, particularly in the scarce subjects. Teachers often teach several subjects, for which they are not always qualified, to provide pupils with the relevant courses. Its effect on higher education is felt well after the secondary cycle, despite the progress made in basic education. The number of graduates in the country was 7,538 in 2005. This is a success rate of 33.1%, far above the rate for previous years when, with the exception of 2004, it was in the region of 25% to 28%.
896. The number of students in higher education multiplied by 3.6 within 10 years, which is spectacular. However, the GRE at the higher education level is quite low and was hardly 2.5% in 2006/2007. The progress of women has been higher than that of men here as well. Today, however, women represent only 30.9% of the student population.
897. Non-formal basic education is defined by the 1996 Education Act as any education or training activity structured and organised in a non-school setting. The results here can be analysed using the number of students registered in each category of training: initial literacy training (AI) and additional basic training (FCB). There are 196,700 learners in AI and 118,700 in FCB. Since 2000/2001, the number in the first category has multiplied by 1.7 and by nearly three times in the second.
898. Technical education and vocational training fall under three ministries: the Ministry Delegate in charge of Technical Education and Vocational Training, the Ministry of Secondary, Higher Education and Scientific Research, and the

Ministry of Youth and Employment. SNAT<sup>57</sup> emphasised that, in this area, “the policy is relatively disorganised and uncoordinated. Its control by the ministries has changed a lot. It is difficult to take stock of the progress made in this sector”.

899. Aware of the delays in technical education and vocational training, the authorities have begun to design a national policy to develop the sector and a master plan to implement it. It is expected that they will bring consistency to the sector and to the functions of the different ministries and stakeholders.
900. Finally, at the preschool level there were 345 supervisory structures for early childhood education in 2005/2006. There were 27,200 children, including 13,100 girls and 14,100 boys, in the sector. The GRE was 1.45%.
901. The budget allocated to the ministries in charge of education (the Ministry of Basic Education and Elimination of Illiteracy and the Ministry of Secondary, Higher Education and Scientific Research) nearly doubled, during the past five years, from CFAF 86.7 billion in 2002 to CFAF 162.9 billion in 2007. Their share of the budget is, however, low at 16.7%.
902. Burkina Faso has improved primary care in the **health** sector. The average distance to travel to Health and Social Promotion Centres (CSPS) was reduced from 10km in 1996 to 9.2km in 2001 and to 8.2km in 2005. However, the persistent weaknesses are the regional disparities. In the east and Sahel regions, the average distance is 13.3km and 12.8km respectively. There are also intra-regional and intra-district disparities.
903. With regard to staff, the progress made is less positive. The statistics on doctors and pharmacists appear to be unreliable and the information needs to be verified. Growth has been lower than demographic growth, which was more than 33% between 1996 and 2006. If the data published in the INSD Statistics Year Book is confirmed, it would indicate a drastic regression.
904. With regard to the budget, the WHO recommends that all countries devote at least 10% of their budgets to public health. The ECOWAS heads of state even pledged, in 2001, to increase their budgetary allocations to 15%. Burkina Faso has more than doubled its health budget during the past five years. It increased its budget from CFAF 37.5 billion in 2002 to CFAF 77.5 billion. However, in terms of budget share, the country is far short of the commitment it made. In 2007, the health sector received only 8.4% of the state budget, compared to the 6.5% allocated in 2002. This progress, which is absolutely indispensable for health, would have been impossible without mobilising considerable financial resources.
905. The vision and strategy of the public authorities for the health sector are consistent with the National Health Policy, adopted in September 2000. The PNDS for 2001-2010, developed in July 2001, is its concrete expression. In the framework of the PNDS, 10 sector programmes were introduced. They are

<sup>57</sup> SNAT, Volume 3, page 387.

the National Programme for the Elimination of Lymphatic Filariasis (PNEFL), the National Tuberculosis Control Programme (PNLAT), the Programme for the Prevention of Blindness, the Programme for the Control of Noma, the Programme for the Eradication of Guinea Worm, the Programme for the Control of Trypanosomiasis, the National Malaria Control Programme (PNLP), the Enhanced Programme of Immunisation (EPI), the National AIDS Control Programme (PNLS), and the Health Quality Assurance Programme (HQAP).

906. The global indicators for the health sector point to a highly worrying situation and a lack of significant progress:
- The general morbidity rate (15.8% in 2003) is particularly high.
  - The general mortality rate, which was 15.2 per 1,000 in 2006, is also high.
  - The infant-child mortality rate has reached the level of 184 per 1,000.
  - The neonatal mortality rate, which was 51.3 per 1,000 in 1993, remained constant in 1998/99.
  - The maternal mortality rate has only declined slightly from 566 per 100,000 live births in 1993 to 484 per 100,000 live births in 1998.
  - The most artificial indicator, that of life expectancy at birth, seemed to have dropped according to one source from 53.8 years in 1996 to 45.7 years in 2006.<sup>58</sup> Another source shows that it has been stable, at 48.9 years,<sup>59</sup> for about a quarter of a century. The countries that were not affected by HIV/AIDS and which were spared armed conflicts increased life expectancy by an average of between five and 15 years for the same period.
907. The improvements in the quality and use of health services are real. Thanks to the implementation of the HQAP, there has been significant improvement in the availability of, and accessibility to, quality essential drugs and a major reduction in stock shortages. The percentage of warehouses for generic essential drugs (GEDs) that did not experience stock shortages of the 10 most frequently used drugs increased from 74.6% in 2002 to 91.3% in 2005. The percentage of district distribution warehouses (DDWs) that did not experience shortages of the 45 essential drugs also increased from 89.4% in 2002 to 97.1% in 2005. Finally, the prices of drugs, particularly ARVs, for treating opportunistic infections dropped from CFAF 35,000 in 2001 to CFAF 5,000 in 2005 and CFAF 1,500 in 2007.
908. Despite this undeniable progress, as emphasised by the minister of health, the quality of health services remains poor:

<sup>58</sup> See Decree 2007-460 of 30 March 2007 on the adoption of the National Policy on the Environment, page 12.

<sup>59</sup> According to the population division of the UN.

- The rate that curative services were used, as defined by the number of new contacts per inhabitant and per annum (or NC/Hbt/year), stagnated at 0.21 between 1996 and 2001. It increased for three years (2002, 2003 and 2004) before dropping to 0.34. Since then it has stagnated or declined. In 2006, however, it rose to 0.37. The 0.50 target set in the 2001 to 2010 plan seems difficult to achieve.
  - The minimum package of services is not offered at all existing health facilities because of inadequate resources, especially human resources, in both quantity and quality. This has meant that a great number of health care services (curative, preventive and promotional) are not always available in health facilities. Those offered by the health structures do not always meet the criteria of constant availability, integration, continuity, entirety and satisfaction of the population. The referencing and counter-referencing system is not entirely functional. The health facilities are unable to manage certain forms of diseases because they are under-equipped and understaffed.
  - The continuum of care between villages and the health facilities is not ensured because community-based activities are not well developed. This factor explains why services are rarely used.
909. There are many indicators for maternal health and family planning. However, they are available for certain years only and may differ according to the source. The Plan on Acceleration of the Reduction of Maternal and Neonatal Mortality in Burkina Faso (Road Map), which analysed the situation, considers the maternal mortality rate to be among the highest in the West African subregion. It stood at 484 per 100,000 live births according to the 1998/99 Demographic and Health Survey (DHS) and, according to the WHO (2000), it is likely to reach 1,000 deaths per 100,000 live births. The study on unmet obstetrical needs, conducted in 2001, showed a 66% deficit in obstetrical operations. The 0.7% rate of caesarean operations (2003 DHS) was too low to contribute significantly to reducing maternal mortality. Qualified birth assistance remains low, as 59% of women (2003 DHS) continue to deliver alone at home without qualified staff present. In the same year, the country had one midwife for 33,000 women. This is significantly below the minimum standards.
910. The main causes of maternal deaths are bleeding (30%), infections (23%), retention of placentas (11.4%), ruptures of the uterus (10%), abortion complications (10%) and eclampsia (4%). Direct obstetrical causes account for about 80% of maternal deaths. Indirect causes, which result in about 20% of deaths, include malaria, anaemia, HIV/AIDS and haemoglobinopathies.
911. The same plan<sup>60</sup> diagnosed the situation. “The context described and the situation analysis reveal the following:

<sup>60</sup> Ministry of Health, Department of Family Health, October 2006, page 15.

- low availability of maternal and neonatal care;
- low accessibility of the beneficiaries to maternal and neonatal care;
- poor quality of health care services;
- inadequate involvement of the communities in maternal childcare actions;
- low quality of offer of services; and
- inadequate commitment of the stakeholders at all levels.”

912. With regard to the fight against communicable and non-communicable diseases, remarkable progress has been made in vaccinating children.

**Box no. 6.3: Improving vaccination coverage: significant progress**

The 2001-2010 PNDS prioritised the intensification of the vaccination coverage of children younger than 11 months. To that end, the Ministry of Health implemented a programme to improve the logistics, training and retraining of health workers; to rationalise the management of vaccines and consumables; and to intensify vaccination at all levels. In some districts, where coverage was inadequate, two additional strategies were implemented: ‘Vacci Plus’ and ‘Reaching Every District’. They emphasised social mobilisation and supervision at all levels.

The results were encouraging. The programme and strategy helped to improve the coverage rate of different antigens. The data for 2001 and 2006 was as follows: 84.5% was improved to 103% for Calmette-Guérin Bacillus (BCG); 64.3% was improved to 95.3% for diphtheria, poliomyelitis and tetanus (DPT3) and polio; 65.4% was improved to 88.1% for measles; and 52% was improved to 88.1% for yellow fever.

The government and TFPs have been engaged since 2004 in a process to intensify vaccination coverage. It includes active searches for lost children for follow-up purposes.

913. Epidemiological surveillance is conducted using the equipment of the health facilities. It includes communication, methods of early detection and ways to manage cases. Nevertheless, epidemiological diseases have certainly not been eradicated. They kill thousands or even tens of thousands of people every year. The main causes of morbidity and mortality are communicable diseases like malaria; diarrhoea; respiratory infections; the potentially epidemic diseases of meningitis, cholera, yellow fever and measles; STIs; and HIV/AIDS. Apart from these, other communicable diseases occur even though they are on the verge of being controlled. They include guinea worm, tuberculosis, schistosomiasis, leprosy and lymphatic filariasis.



**Table no. 6.2: Trends in the main causes of death in health facilities (%)**

Diseases	2001	2003	2006
Severe malaria	34.1	46.9	45.8
Meningitis	18.4	11.9	13.3
Broncho-pneumonia	6.5	3.7	6.5
Diarrhoea	2.9	2.4	2
Dysentery	0.8	2	n.d.
Anaemia	5.4	5.8	7.8
Total for the six symptoms	68.1	72.7	75.4*

\*Except dysentery

Source: INSD, 2007 Statistical Year Book.

914. The persistent weaknesses concern mainly the inadequate dissemination of bed nets treated with insecticide, not applying the new protocol for treating malaria, and the frequent shortage of certain products, particularly drugs for opportunistic infections.
915. With regard to controlling HIV/AIDS, the prevalence of the infection, according to UNAIDS, declined from 6.5% in 2001 to 1.8% in 2005. This was achieved through transmission prevention measures (regular information through all media, supplying condoms at affordable prices, applying national directives on safe blood transfusion and preventing infections through blood, and preventing mother-to-child HIV transmission) and by improving the quality of medical and psychological care and support for people living with HIV/AIDS. Despite these positive trends, efforts to control HIV/AIDS should be continued as the consequences of this pandemic are tragic at the health, social and economic levels.
916. In conclusion, Burkina Faso is, on the whole, in a favourable situation with regard to achieving the MDGs.

**Table no. 6.3: Status of implementation of the MDGs in Burkina Faso**

MDG	Status of implementation
<b>Poverty eradication</b>	<p><u>Target 1 at the international level</u> is to reduce by half, between 1990 and 2015, the proportion of the population with an income of US\$1 per day.</p> <p>The <u>national objective</u> is, between 1998 and 2015, to reduce by one-third the proportion of the population living below the poverty line.</p> <p>Between 1994 and 2003, the population living below the national poverty line increased from 44.5% to 46.4%.</p> <p>This objective will not be achieved.</p> <p>To get closer to the target, Burkina Faso should:</p> <ul style="list-style-type: none"> <li>• Achieve a minimum economic growth of 8%.</li> <li>• Begin a voluntary and efficient distribution and redistribution policy.</li> <li>• Begin a process to control population growth.</li> </ul>
	<p><u>Target 2 at the international level</u> is to reduce by half, between 1990 and 2015, the proportion of the population suffering from famine.</p> <p>The <u>national objective</u> is the same.</p> <p>The proportion of children failing to thrive was 51.3% in 2005 (as against 44.5% in 2003) and that of children who were underweight was 46.1% (as against 42.2% in 2003).</p> <p>Attaining this objective seems unlikely.</p> <p>To get closer to that target, Burkina Faso should achieve the objectives given and:</p> <ul style="list-style-type: none"> <li>• Extend the free school feeding system to poor pupils.</li> <li>• Introduce a price control system for essential commodities.</li> <li>• Develop a targeting policy.</li> <li>• Distribute food items to the poorest population groups.</li> </ul>
<b>Ensuring universal primary education</b>	<p>The <u>target at the international level</u> is, by 2015, to offer all children, both boys and girls, the resources to complete the full cycle of primary education.</p> <p>The <u>national objective</u> is to educate 70% of children of primary school age by 2010.</p> <p>Since 2000, the PDDEB has been implemented to improve the educational indicators significantly. The GRE increased from 43% in 1999/2000 to 66.5% in 2006/07, and the rate of completion of the primary cycle increased from 25.9% to 36.4% during the same period. The objective set by Burkina</p>

MDG	Status of implementation
	<p>Faso is a completion rate of 70% by 2015.</p> <p>The GRA to CP1 increased from 42.8% to 78.3%.</p> <p>The net rate of education (NRE) increased from 23.8% in 1990 to 45.2% in 2005.</p> <p>Despite these major achievements, the trends suggest that the NRE will be around 56% by 2010, 67% in 2015 and 100% in 2030.</p> <p>To get closer to the target, Burkina Faso should:</p> <ul style="list-style-type: none"> <li>• Increase educational infrastructure significantly.</li> <li>• Intensify the recruitment of teachers significantly.</li> <li>• Provide free education and school supplies to the poorest pupils.</li> <li>• Supply free meals to poor pupils.</li> </ul>
<p><b>Promoting gender equality and the empowerment of women</b></p>	<p>The <u>international target</u> is to eliminate gender disparities in primary and secondary education by 2005 if possible, and at all levels of education by 2015 at the latest.</p> <p>The <u>national objective</u> is to:</p> <ul style="list-style-type: none"> <li>• Increase the girl/boy ratio to 0.85 in primary education by 2005.</li> <li>• Increase the girl/boy ratio to 0.8 in secondary education by 2005.</li> </ul> <p>At the primary level, parity increased from 0.69 in 1999/2000 to 0.8 in 2005.</p> <p>At the secondary level, parity increased from 0.61 to 0.8 during the same period.</p> <p>At the higher education level, parity increased from 0.34 in 2001/02 to 0.45 in 2005/06 and to 0.44 in 2006/07.</p> <p>The objectives set for 2005 were not achieved and those set for 2015 seem unlikely.</p> <p>To get closer to the target, Burkina Faso should:</p> <ul style="list-style-type: none"> <li>• Build hostels for young secondary school students.</li> <li>• Build university hostels for students.</li> <li>• Award scholarships to poor female students.</li> </ul>
<p><b>Reducing infant mortality</b></p>	<p>The <u>international target</u> is to reduce by two-thirds the mortality of children under the age of 5 between 1990 and 2015.</p> <p>The <u>national objective</u> is to reduce the 2000 infant mortality rate by 40% in 2010.</p> <ul style="list-style-type: none"> <li>• Infant mortality (that of children younger than 1 year) has declined from</li> </ul>

MDG	Status of implementation
	<p>114.6 per 1,000 in 1991 to 81 per 1,000 in 2003.</p> <ul style="list-style-type: none"> <li>• However, child mortality (that of children between 1 and 5 years) increased, during the same period, from 79.4 to 111 per 1,000. In general, no progress has been made as infant-child mortality stagnated at between 84 and 84.5 per 1,000.</li> <li>• There has been no progress despite significant improvements in vaccination coverage.</li> <li>• Achieving this objective is unlikely.</li> <li>• It is necessary to intensify health programmes. See below.</li> </ul>
<p><b>Improving maternal health</b></p>	<p>The <u>international target</u> is to reduce by three-quarters the maternal mortality rate between 1990 and 2015.</p> <p>The <u>national objective</u> is to reduce, by 40%, the 2000 maternal mortality rate (MMR) by 2010.</p> <p>There have been efforts that made it possible to reduce the MMR by 566 deaths per 100,000 births to 484 deaths per 100,000 births between 1993 and 1998.</p> <ul style="list-style-type: none"> <li>• The rate of obstetrical coverage improved from 24.6% in 1991 to 47.3% in 2003.</li> <li>• The rate of assisted births increased from 41.5% in 1993 to 56.5% in 2003.</li> <li>• However, the rate of contraceptive usage in 2006 was only 13.3% among married women or women in unions, compared to 8% in 1993. This rate clearly falls short of the expectations of the Burkinabe government, which aimed at 32% in 2000.</li> <li>• Progress has been quite slow.</li> <li>• Achieving this objective is unlikely.</li> </ul>
<p><b>Fighting HIV/AIDS, malaria and other diseases</b></p>	<p><u>International Target 1</u> is to halt, by 2015, the spread of HIV/AIDS and to reverse the trend.</p> <p>The <u>national objective</u> is to achieve the following results by 2005, compared to the levels observed in 2000:</p> <p>i) Reduce by 25% the incidence and prevalence of STIs among teenagers of 12 to 18 years in order to limit the spread of HIV/AIDS.</p> <p>ii) Reduce mother-to-child transmission of HIV by at least 5%.</p> <ul style="list-style-type: none"> <li>• Thirteen watchdog sites have been established in all the regions of the country. HIV prevalence among adults aged between 15 and 49 at the end of 2005 was estimated at 2.3%. Of the 180,000 persons living with HIV in 2005, 88% were adults aged between 15 and 49, and 12% are</li> </ul>

MDG	Status of implementation
	<p>children younger than 15.</p> <ul style="list-style-type: none"> <li>• Attaching the NACP to the presidency of the republic has played a key role in the success of the programme.</li> </ul>
	<p><u>International Target 2</u> is to control, by 2015, malaria and other major diseases and to start to reverse the current trend.</p> <p>The <u>national objective</u> is the same.</p> <ul style="list-style-type: none"> <li>• <u>Malaria</u> is still the major cause of death of children younger than 5 years old. In 2006, it represented 40.2% of the reasons for consultation in the health facilities, 53.4% of the reasons for hospitalisation and 45.8% of the causes of death in health facilities.</li> <li>• Deadly epidemics like <u>meningitis</u>, <u>measles</u> and <u>cholera</u> persist. Cases of <u>meningitis</u>, after reducing significantly in 1996-97 and after stabilising around an average of 6,000 cases, suddenly surged to more than 19,000 in 2006. It caused nearly 1,700 deaths.</li> </ul> <p>After virtually disappearing, <u>cholera</u> reappeared in force in 2005. There were 1,050 cases and 16 deaths.</p> <ul style="list-style-type: none"> <li>• Malaria and the major diseases have not been controlled.</li> <li>• It seems that the objective will not be achieved.</li> </ul> <p>To get closer to achieving the objective, Burkina Faso should:</p> <ul style="list-style-type: none"> <li>• Intensify significantly the ongoing sanitation work.</li> <li>• Supply the people with insecticide-treated bed nets.</li> <li>• Improve health infrastructure and increase the number of staff.</li> <li>• Supply the population with generic drugs.</li> </ul>
<b>Promoting a sustainable environment</b>	<p>The <u>international target</u> is to integrate the principles of sustainability into national policies and to reverse the current trend of losses to environmental resources.</p> <p>The <u>national objective</u> is identical.</p> <ul style="list-style-type: none"> <li>• <u>At the institutional level</u>, a National Bio-protection Agency has been established. National rules on bio-protection and operationalising the corps of inspectors of dangerous, unhealthy and unsafe establishments have been adopted.</li> <li>• <u>At the level of specific programmes</u>, the PNGT, the forest desertification control programme and the integrated water management programme have been launched.</li> <li>• <u>National strategies and action plans</u> for environmental education and promoting biodiversity have been adopted.</li> </ul>

MDG	Status of implementation
	<p>Despite this sustained response to environmental problems, the tendency to lose resources is far from being reversed. Persistent poverty has caused deforestation, and has reduced plant capital and the capacity of soils to retain water.</p> <p>The objective of reversing the trend will be difficult to achieve. To get closer to achieving it, Burkina Faso should:</p> <ul style="list-style-type: none"> <li>• Strengthen the knowledge of the state and improve its capacity to manage the environment.</li> <li>• Adopt policies capable of reducing poverty among the people, who are putting pressure on natural resources to meet their needs.</li> <li>• Get polluters to pay the costs of their pollution.</li> </ul>

### iii. Recommendations of the APR Panel

917. The APR Panel recommends, following an increase in the resources of the state, that the regional and local communities do the following:

- Increasing the resources (HIPC, budgetary and others) allocated to the social sectors in accordance with international commitments and MDGs, and particularly enhancing the productivity and efficiency of public expenditure in these areas (government, Parliament, civil society).
- Increasing the resources (HIPC, budgetary and others) allocated to the social sectors in accordance with international commitments and MDGs, and particularly enhancing the productivity and efficiency of public expenditure in these areas (government, Parliament, civil society).
- Promoting the education of the children of poor families by:
  - Extending the school feeding system and providing free meals to poor school children.
  - Building boarding facilities in secondary schools and university hostels, particularly for young people from poor families and girls.
  - Awarding scholarships to students from poor families (government, parent-teacher associations, civil society).
- Developing an integrated and resolute policy to fight against malaria and communicable diseases through improvement of hygiene and sanitation in the environment, by intensifying the vaccination programme, fighting against malnutrition, by intensifying specific control programmes, and by developing health education programmes focused on these diseases (government, health staff).

- Improving the policy in favour of maternal and infant-child health, notably by providing care and support for pregnant women, access to childbirth services in medically assisted environments, and family planning<sup>61</sup> (government, health staff).

**Objective 4: Ensure affordable access for all citizens, especially the rural poor, to water, sanitation, energy, finance (including micro-finance), markets, ICT, housing and land**

#### i. Summary of the CSAR

918. To ensure **access to drinking water**, the CSAR recalled that Burkina Faso is a Sahelian country. Access to water, therefore, is central to public policies. Access to water poses different problems for rural and urban areas. In urban areas, access to drinking water for consumption and to water for industrial production are the main concerns. In rural areas, access to drinking water should take into account agricultural production and cattle breeding.
919. The CSAR indicated that the objectives for supplying water to villages are: (i) to build a water point for every 500 inhabitants; (ii) to ensure that the maximum distance to water points is 500 metres; and (iii) to supply 20 litres each day to each person. The Ministry of Agriculture, Hydraulics and Fisheries (MAHRH) has also proposed a district water supply system focused on two criteria: a water point for every 300 inhabitants, and a water-fetching distance of 300 metres.
920. The CSAR noted that NGOs and communities are undertaking relevant supportive activities in rural areas to accompany the MAHRH proposal. Consequently, the General Directorate of Water Resources (DGRE) was created to implement and monitor water supply and sanitation policies and programmes. According to the CSAR, more than half of the project portfolios depend on the ministry, while NGOs and partners intervene more in the rural areas.
921. In urban areas, the ongoing actions are implemented as part of the programme of activities of ONEA. It used to supply water to Ouagadougou and Bobo-Dioulasso but is extending its operations to the capitals of the 45 provinces. ONEA is *a state enterprise whose objective is the creation, management and protection of drinking water supply systems as well as sanitation of used water and excreta in urban areas*.
922. With regard to **access to credit and micro-finance**, the CSAR indicated that, in order to facilitate access to credit for the most disadvantaged population

<sup>61</sup> Reducing infant-child mortality is also ensured by reforms contained in the previous recommendation.

groups, the state has established permanent structures. They include the FASI, the National Programme of Support for the Reinsertion of Retrenched Workers (PNAR-TD) and the FAARF.

- The PNAR-TD was created in 1991 to alleviate the social impact of the structural adjustment programmes, particularly on those persons retrenched by public and parastatal companies.
- The FAARF was established in 1991 by the Burkinabe government with the assistance of the UNDP. Its mission is to promote the access of women to credit, particularly in the rural areas, by granting loans to them and/or offering them guarantees and possibilities for training in management.
- The FASI has been operating since 1999. It is intended to guarantee access to credit for operators in the informal sector. The CSAR indicated that its activities cover 35 provinces and several sectors of activity. These are trade, the cottage industry, agro-pastoral activities, real estate construction, transport, and others.

923. With regard to **access to land**, the CSAR indicated that this problem is a priority in rural areas. Traditional authorities managed lands for a long time according to traditional rules. Given the demands of modernising infrastructure, the state wanted to implement a set of reforms through a new National Policy on Land Protection in Rural Areas (PNSFMR), backed by a law intended to clarify rights and obligations.
924. This new land policy is consistent with the rural developmental strategy. It promotes land security for rural stakeholders and the efficient management of pastures and water points; the SNAT; and the LPDRD.
925. With regard to **habitat**, the CSAR indicated that the allotments, initiated in 1983, facilitated access to housing for the poorest population groups. Thanks to financial assistance from the state, operators from the sector managed to make a number of houses available to the people at affordable prices.

## ii. Findings of the CRM

926. With regard to **access to drinking water**, 60% of the rural population had access to drinking water in 2005. This result illustrates the efforts made by Burkina Faso to supply water to rural areas. There are more than 48,000 modern water points (MWP), 30,000 of which are functional. The national inventory of MWPs shows that more than 15,000 new MWPs were built in 10 years, an increase of nearly 50%.
927. Nevertheless, these results conceal some weaknesses. On the one hand, the rate of access shows major disparities between and within regions. In one of the regions visited by the CRM, 200 villages had no MWPs because of their landlocked situation. Moreover, sources show that, with regard to the ideal of one water point for 300 inhabitants, there was still a deficit of about 7,300



boreholes at the end of 2005. This deficit varies between 342 boreholes in the *Cascades* and 3,200 in the Centre. On the other hand, consumers are far from achieving the ideal of 20 litres per day per person.

928. Burkina Faso has introduced the PN-AEPA. This is the instrument the country intends to use to achieve the MDGs.

**Table no. 6.4: Trends in the numbers of MWPs per region**

Region	1996	1998	2001	2005
<i>Boucle du Mouhoun</i>	2,520	2,810	3,249	4,018
<i>Cascades</i>	308	584	784	1,444
Centre	1,382	1,382	1,382	1,925
Centre-East	3,497	4,173	4,870	5,396
Centre-North	4,739	4,747	4,747	5,463
Centre-West	3,143	3,145	3,145	4,723
Centre-South	2,900	2,900	2,900	4,018
East	2,806	2,806	2,806	4,564
<i>Hauts-Bassins</i>	1,040	1,497	1,557	2,347
North	3,216	3,400	3,679	4,599
Central Plateau	2,398	2,398	2,398	3,541
Sahel	2,658	2,658	2,658	3,117
South-West	1,300	1,430	1,838	3,333
<b>Burkina Faso</b>	<b>31,907</b>	<b>33,930</b>	<b>36,013</b>	<b>48,488</b>

Source: INSD, 2007 Statistical Year Book.

929. In the urban areas, the rate of access to drinking water in 2005 was estimated at 74% for the entire ONEA perimeter. Stand pipes supplied 40%, and 34% was accessed from individual connections. However, efforts are still required

in order to improve the rate of access in auxiliary centres and to increase the average consumption, which is still modest because of the predominance of access through stand pipes.

930. ONEA hopes, by 2015, to reduce by half the proportion of persons in urban areas that had no access to drinking water in 2005, to attain an average consumption of 57 litres per day per person with individual connections and 37 litres per day per person with stand pipes, to reduce regional disparities, and to ensure that all the communes of Burkina Faso are supplied by ONEA.
931. According to the Socio-Economic Database (BDSE), the stand pipes, which represent 1.8% of the total supply, provide drinking water to vulnerable population groups at affordable prices. Indeed, the pricing of drinking water is differentiated according to the type of consumer. The price of m<sup>3</sup> of water from a stand pipe is lower than the standard price because of the prices charged. Individual subscribers consuming small quantities only pay part of the standard price.
932. The Burkinabe government intends to consolidate the achievements, especially with regard to the supply of drinking water to rural areas. It therefore intends to:
- Pursue the reform of the water sector in order to improve supply significantly by creating 1,000 water points each year.
  - Repair and reinforce 500 other existing water points.
  - Review the pricing system, particularly in the disadvantaged areas, in order to improve demand.
  - Train artisans in order to reduce the cost of maintaining water supply equipment.
  - Involve the beneficiaries more in establishing and managing infrastructure.
933. In addition to the policy of providing drinking water to rural areas, the Burkinabe authorities have implemented a policy intended to improve storage capacity by using water storage reservoirs for agriculture, biological diversity and cattle. The efforts have been concentrated on constructing hydro-agricultural and hydroelectric structures. These have helped to store water for agriculture and cattle breeding, for developing fish farming and off-season irrigated farming, and for producing energy. Indeed, the hydro-agricultural structures have helped to support two farming seasons per annum, thanks to the little irrigation needed, the construction or rehabilitation of major dams, and the development of thousands of hectares and perimeters.

**Box no. 6.4: The remarkable water control policy**

According to the president of Burkina Faso, the water control policy launched during the 1983 revolution has helped to change the appearance of the country, particularly in the Sourou Valley, the Volta valley and in the centre of the country. Within 20 years, the country has multiplied its water control programmes, either in terms of urban hydraulics, rural hydraulics, hydro-agricultural developments, or hydro-agricultural and hydroelectric dams. Tens of thousands of dams have been constructed, the most important of them being the Komienga in 1984, the Bagré in 1989, the Ziga in 2004, and later the Soum and Samandéni. The water policy is aimed at ensuring the development of the material and sanitary conditions of the population, and at protecting and restoring the environment by fighting against the aggressive actions of water. The exploitation of water resources takes into account the need to attain, as soon as possible, food self-sufficiency. This requires that greater importance is accorded to agricultural and pastoral hydraulics. The resources have been managed to facilitate the development of energy resources, fishing and industry.

The water control policy has had additional economic and social effects. It has helped to establish a programme intended to settle the youth on the land in order to halt rural-urban migration and the impoverishment of the countryside. Bagré is an example of a successful hydro-agricultural development. The dam has a dual objective. It was aimed, on the one hand, at achieving food self-sufficiency thanks to irrigated agriculture and, on the other, at achieving energy self-sufficiency by producing hydroelectric power. The economic development of the region should be based on agricultural production, cattle breeding, fisheries and fish farming, tourism in its ecological dimension, and the development of fauna as part of the sustainable management of the environment. The settlement of the farmers in the developed sites was completed on a voluntary basis in order to fight poverty. Controlled irrigation has helped to increase the incomes of the farmers. In a second phase, the public authorities clearly wish to promote the emergence of agro-business on areas of between 25 and 50 hectares.

934. The CSAR did not provide any information on **sanitation**. Access to sanitation is problematic. The coverage rate is 1% if the improved construction works intended to achieve the MDGs are included, but 10% if some of the traditional latrines are included. The rate of access to sanitation, in the centres managed by ONEA, was 14% in 2005. This relatively low rate resulted from the low coverage of collective sanitation, which is devoted mainly to collecting and treating industrial waste water. The PN-AEPA programme hopes to increase the rate of access to sanitation from 14% in 2005 to 57% in 2015.
935. Sanitation services have not mobilised the necessary resources for investments so far. The development of the sector has been much slower than the production or consumption of drinking water. One of the MDGs is access to better sanitation. Thus, the diagnosis of the living environment is unsatisfactory as it is characterised by a low level of sanitation and comfort, both of which increase risks. Table no. 6.5 below shows that 63% of households were still using nature as a toilet in 2005, compared to 68% in 1998. Progress in this area is too slow to enable Burkina Faso to achieve the objectives in this area.

**Table no. 6.5: Distribution of households according to place of convenience in 2005 (%)**

	Septic tanks	Rehabilitated traditional latrines	VIP latrines	Flushing toilets	Ordinary latrines	Nature	Other	Total
Household %	2.8	4.6	0.5	1.4	27.0	63.5	0.4	100.0

Source: INSD, 2007 Statistical Year Book, Living Conditions of Households.

936. Issues about **energy** were not covered in the CSAR. However, the CRM noted that the number of subscribers increased from 35,000 to more than 283,000 between 1985 and 2006, most of whom are supplied with low voltage electricity. Despite the increasing number of electrified localities, the density of electrification was only 16% in 2006. The country has low energy consumption because it has limited resources. According to the BDSE, the average consumption per inhabitant in 2005 was 41kwhs, whereas the average for sub-Saharan Africa was 456kwhs per inhabitant in 2001.
937. National statistics show that wood fuel constitutes the most widely-used fuel for cooking (used in more than 90% of households) because the use of gas is virtually nonexistent in rural areas and minimal in cities. The kerosene or oil lamp is the main mode of lighting for Burkinabe households (used in 66% of households). Electricity is used by only a small section of the population, although its use has increased by 2% since 2003.

**Table no. 6.6: Distribution of households according to mode of energy used for cooking (%)**

	Wood	Charcoal	Gas	Others	Total
2003	91.0	4.0	2.9	2.1	100
2005	90.7	3.8	4.8	0.8	100

Source: INSD, 2007 Statistical Year Book, Living Conditions of Households.

**Table no. 6.7: Distribution of households according to main mode of lighting (%)**

	Electricity	Kerosene	Torches	Wood	Others	Total
2003	10.4	71.2	13.2	4.3	1.0	100.0
2005	12.7	66.7	14.6	4.5	1.5	100.0

Source: INSD, 2007 Statistical Year Book, Living Conditions of Households.

938. With regard to **access to credit and micro-finance**, the CRM noted that the Burkinabe banking and financial system is an example of the financial dualism that characterises African economies. Indeed, its institutional mechanism is based on a Western model of an integrated and transparent market economy. Consequently, its rules and practices are not adapted to funding the activities of the poorest population groups and informal activities, which are thus excluded from the formal financial system. The banks are more interested in large projects and show little interest in traders, farmers, artisans and small transport owners.
939. These are precisely the reasons that prompted the Burkinabe authorities to establish, in addition to the funds mentioned by the CSAR (FASI, FAARF and PNAR-TD), other funding instruments such as the FAPE, the FAIJ and projects intended to promote small and medium-sized enterprises. These instruments are intended to complete the promotion mechanism established with the support of the TFPs, and which is constituted by the Ouagadougou Small Enterprise Support Unit and the Enterprise Management Support Office in the Bobo-Dioulasso region.
940. Although these different funds have helped to create projects and jobs, they cannot meet the considerable and growing needs. Consequently, the most vulnerable groups, particularly young people and women, are marginalised in terms of access to financial services. This explains why Burkina Faso supports the activities of MFIs, which, thanks to their accessibility, could help to reduce poverty. The mission of this sector is to offer, on a permanent basis, diversified financial and non-financial services that are adapted to the needs of the greatest number of people, particularly those social categories that have no access to banking services. Today, the micro-finance sector comprises four institutional forms:
- Mutual funds or savings and credit cooperatives which occupy more than 60% of the market.
  - Direct credit structures.
  - Projects, NGOs or associations.

- National funds.
941. The main stakeholders in the sector are:
- The state.
  - The BCEAO.
  - The APIM-BF.
  - MFIs.
  - TFPs.
942. The number of beneficiaries of micro-finance stood at more than 1,300,000 in 2003. This represents a penetration rate of 26% of the total labour force. It was made possible by the capacity to reach the poorest population groups, by the growing number of bank account holders in the rural areas, and by diversifying clients and products.
943. Despite its good performance, the sector suffers from major weaknesses:
- Poor coverage in some regions of the country, particularly the rural areas.
  - Inadequate human resources.
  - Gaps in information systems.
  - Insufficient and inadequate stable resources for funding medium and long-term activities.
  - Difficulties of accessibility related to guarantees.
  - Credits perceived at times as subventions or grants.
  - Poor information about the sector.
944. The issue of **access to markets** was not treated by the CSAR. The annual survey on the living conditions of households shows that more than half of households have access to a market for food products. The proportion of households that can reach the nearest market in fewer than 30 minutes is 80% in urban areas and 52% in rural areas. A high proportion of rural farmers have no access to markets to sell their products because their production sites are landlocked.
945. **Access to ICT** was not treated by the CSAR. However, the government reminded the CRM about the different activities carried out to create conditions for extending the use of the technology. The reform of the sector in 1998 facilitated the adoption of a sector policy; the establishment of a regulatory body; opening the mobile telephone system; opening the sector to

competition; and the partial privatisation of the historic operator in December 2006.

946. These activities have led to significant increases in the services offered. The government feels that the objective of a universal service will be achieved by 2010. Generally, communication equipment has increased, the network has been extended, and access to telephones has been increased by installing telephone booths after 1997. The number of land lines has increased at an annual rate of more than 12%. The profile of the sector changed profoundly after the introduction of the Global System for Mobile Communications (GSM) by three operators. There were 10 mobile phones for each land line by the end of 2006.
947. Each region had at least 20 tele-centres in 2004. This figure was about 150 in 2006. The Centre and the *Hauts-Bassins* had particularly high rates (with 8,786 and 1,939 tele-centres respectively). At the same time, the rates at tele-centres remained stable or declined. The rates for international calls have been reduced by more than half since 2000.

**Table no. 6.8: Situation of tele-centres and public booths between 2000 and 2005**

	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>Tele-centres Park</b>	1,525	2,393	3,885	6,397	8,784	11,477
<b>CA* tele-centre</b>	3,958,973,575	589,409,4167	8,887,787,873	8,813,407,787	12,991,335,403	13,551,430,261
<b>Coin booths</b>			53	21	16	15
<b>CA* coin booths</b>				26,983,506	16,761,246	7,487,465
<b>Card booths</b>			47	31	23	88
<b>CA* card booths</b>	110,535,000	75,100,596	55,733,296	49,385,066	44,655,445	23,962,777

Source: ONATEL



948. With regard to **access to land**, the UNDP SHD report on the private sector noted that lands are occupied and owned on behalf of any ethnic group, family group or clan. Property rights are exercised by the land chiefs or 'Tengasoaba' among the Mossi. A national policy on land protection and a bill on land protection were recently adopted. A National Rural Land Agency and a National Fund for Land Protection are being prepared.
949. The CRM noted that there has been an increase in cultivated lands as a result of these major developments. During 2005, 21% of households increased their land area, compared to 15.4% that did so in 2003. Cotton farmers were the first to increase their land area in order to increase production. It is precisely to support the increasing demand for lands intended for agricultural development and land reform that legislation was amended. However, its implementation is limited.
950. It should be emphasised, however, that the reform is important. It makes it possible to develop the land as a heritage and main asset for poor households. Land may also, in the framework of income-generating activities, be used as collateral by poor households for obtaining credit or loans.
951. With regard to **access to housing**, it was observed that 85.4% of households owned their houses in 2005. Renting is confined to cities and 36% of all tenants were city dwellers. There were virtually no tenants in rural areas. A total of 93% of house owners were in rural areas compared to 56% in urban areas. The relatively low proportion of house owners in the urban areas is partly due to the suspension of allotments, in force until recently.
952. Unfortunately, the national situation is still characterised by a shortage of reliable statistics on allotments. According to some estimates, between 20% and 30% of the urban population is living in squatter settlements without allotments or access to sewage. In order to improve the living environment, the government undertook a number of actions on the planning and management of the urban or rural environment and established the Bank for Housing. Its specific activities are to:
- Develop and allocate service plots to the people of Ouaga 2000, Bobo-Dioulasso, Garango, Bousé, Ouahigouya, Saaba and Tougan.
  - Build 85 economic housing units.
  - Grant allotments in 16 departmental capitals.
  - Begin a programme of 10,000 economic and social housing units covering the entire national territory.
  - Complete the third PDU for Ouagadougou and Bobo-Dioulasso. This will enable these two towns to obtain the infrastructure to drain rainwater and manage refuse.

953. In order to promote decent housing, the state should make 300,000 housing units available to urban and rural populations during the next 10 years.

**Box no. 6.5: The Administrative and Commercial Activity Zone (ZACA) project**

The city of Ouagadougou is characterised by the predominance of a main centre, within a limited space, where most of the commercial and administrative activities are concentrated. This urban structure created many problems and compelled the Burkinabe government to undertake, in 2000, the development of the city centre in order to improve it by establishing a ZACA. Several national and international firms participated in an urban planning competition. The criteria used to choose the firm to develop the ZACA were the capacity to:

- Consolidate achievements.
- Correct past errors.
- Beautify the landscape.
- Nationalise services and infrastructure.
- Improve the competitiveness of the town.
- Upgrade the culture of the people and the nation.

Generally, the town developmental project resulted from a strategy aimed at making the zone a city centre with high urban architectural and cultural quality and which generates and perpetuates employment. Specifically, the project has six objectives:

- To rehabilitate partially the urban layout.
- To zone the area better.
- To improve the image of the town.
- To offer interesting opportunities.
- To promote sustainable development in the zone.
- To prescribe coherent and realistic regulations.

The strategic option adopted was to regroup the different essential functions intended to upgrade the city centre through technical and realistic solutions. The development made it possible to dedicate:

- 40% of the areas to transferable plots, ranging in size from 500m<sup>2</sup> to more than 1500 m<sup>2</sup>.
- 14% to a programme to build public facilities including a five-star hotel, a polyvalent cultural complex, a commercial centre, a clinic, schools, restaurants and others.
- 46% to the road system (drainage, water supply, waste water evacuation, electricity systems and the telecommunication networks) and the esplanade.

An amount of CFAF 6,575,649,067, of the expected income of CFAF 45,122,446,000, was collected as at 31 December 2005, with a reservation rate of more than 50%.

## ii. Recommendations of the APR Panel

954. Burkina Faso has made significant efforts to reduce its social deficit. Nevertheless, additional efforts are required in order to improve access to basic services, especially for the poorest citizens. The APR Panel therefore recommends:

- Ensuring greater equity in access to drinking water by reducing the disparities between and within regions (government, local communities, TFPs).
- Strengthening the capacity of those who benefit from MWP in rural areas in order to improve their participation and involvement in managing MWP and in maintaining their infrastructure (NGOs, developmental projects).
- Developing, in collaboration with TFPs, a voluntarist sanitation policy (government, TFPs).
- Facilitating access to electricity in both urban and rural areas in order to increase access to ICTs, and to diversify sources of energy in order to reduce the consumption of wood and to preserve wood resources (government, NGOs, private sector).
- Encouraging the development and efficiency of the interventions of MFIs, particularly in the rural areas (government, private sector, NGOs).

**Objective 5: Indicate progress made with respect to gender equality in all crucial areas, including girls' education at all levels**

## i. Summary of the CSAR

955. The CSAR analysed the progress made in promoting gender equality in education, gender representation on the decentralisation bodies and in health.

956. The CSAR indicated that, in terms of both the rates of admission and rates of education, the country registered a significant reduction in gender inequality at the level of primary education during the past 10 years. Between 1996/1997 and 2005/2006, the GRA to *CPI* girl/boy ratio increased from 0.6 to 0.85, and the GRE girl/boy increased from 0.69 to 0.86. These good results were the result of major incentives, introduced via the framework of the PDDEB, for girls' education. These measures comprised reducing the distance between home and school, thereby encouraging the education of girls. Moreover, policies in favour of girls were implemented. They included distributing school supplies free to children, awarding scholarships, and supplying free food items to parents who send their children to school.

957. However, the CSAR noted that there are still major inequalities in secondary and higher education.
958. In the framework of the decentralisation process, thanks to the legal and regulatory texts and to the commitment of the political parties, women are represented in Parliament, on regional councils and on urban and rural communes. Their representation on the different bodies follows:
- Three of the 13 members of governorates, or 23.1%, are women.
  - There were 17 women in Parliament in 2002. This is 15.30% of the 111 MPs.
  - In September 2006, 19 of the 359 mayors in the communes, or 5.29%, were women.
  - There are 6,422 women of a total of 17,877 municipal councillors in the 49 urban communes and 302 rural communes. This represents 35.9%.
959. With regard to health, the CSAR indicated that anaemia affects 53% of women compared to 31% of men. In the case of HIV/AIDS prevalence, there is no significant difference between men (1.9%) and women (1.8%). Differences in the prevalence of STIs remain constant. However, the trend is changing and more women are getting infected.

## ii. Findings of the CRM

960. To promote women in Burkinabe society, the state has strengthened the institutional framework, implemented specific projects and programmes to fight poverty, promoted the health of the mother and the child, and promoted the place of the woman in decision-making spheres.
961. Strengthening the institutional framework included, in particular:
- Creating the Ministry of Women's Affairs.
  - Building women's houses in the 45 provincial capitals and women's promotion centres in 20 departmental capitals.
  - Developing a national policy to promote women and a 2006-2010 women's promotion plan.
962. Projects aimed at reducing poverty among women included:
- Creating and developing the credit activities of the FAARF in 1990. Since then, an amount of CFAF 24,844,394,685 has financed the activities of women.

- Equipping women's organisations with technologies to make their work easier.
  - Building 78 boreholes at a total cost of about CFAF 3,000,000,000 between 2001 and 2007.
  - Educating and training women in production techniques for income-generating activities.
963. Activities undertaken to promote the health of the mother and the child were organised around:
- Sensitising/training to fight against female genital mutilation (FGM).
  - Measures aimed at preventing mother-to-child transmissions of HIV/AIDS.
  - Reproductive health.
  - The basic rights of women.
  - Endorsing texts to promote the rights of the woman.
964. In total, the actions taken by the public authorities have helped to make significant progress to promote the access of women to decision-making positions. At present:
- Of the 36 ministers, five, or 14%, are women.
  - In the 36 ministries there are four female secretaries-general. This is 11%.
  - Of the 15 presidents of institutions, three, or 20%, are women.
  - Of the 90 members of the ESC, 22 are women. This is about 24%.
  - Three out of 25 ambassadors are women. This is 12%.
  - Three out of 13 governors, or 23%, are women.
  - Five out of 45 high commissioners, or about 11%, are women.
  - Five out of 45 secretaries-general of provinces, or 11%, are women.
  - There is one woman secretary-general of a governorate. Of a total of 13, this is about 8%.
965. Of elective posts:
- (i) In the National Assembly:

- 17 of 111 MPs are women (15%).
- 1 of 5 vice-presidents is a woman (20%).
- 1 of 5 presidents of committees is a woman (20%).
- 2 of 6 parliamentary secretaries are women (33%).

(ii) In town councils:

- 6,400 of 17,800 councillors are women (36%).
- 20 of 35 mayors are women (57%).
- 2 of 49 urban area mayors are women (4%).
- 16 of 302 rural area mayors are women (5%).
- 2 of 8 district mayors are women (25%).
- 38 first deputy mayors out of 351 are women (11%).
- 102 of 351 second deputy mayors are women (29%).
- 135 of 1,053 presidents of committees are women (13%).

(iii) In regional councils:

- 7 of 13 first and second vice-presidents are women (54%).
- 1 of 13 presidents of committees are women (8%).

966. In sum, the situation of women in the public sector and the progress made in this field is presented in Table no. 6.9 below.

**Table 6.9: Distribution of public agents by sex and by ministerial department in 2005**

	Men	Women	Total
Presidency	1,274	45	1,319
General secretariat of the government – Cabinet	61	24	85
Prime Minister	116	45	161
ESC	29	15	44
Ministry in Charge of Relations with Parliament	30	12	42

	Men	Women	Total
Ministry of the Territorial Administration and Decentralisation	1,576	286	1,862
Ministry of Justice	833	222	1,055
Ministry of Defence	6	4	10
Ministry of Foreign Affairs and Regional Cooperation	203	108	311
Ministry of Security	3,544	233	3,777
Ministry of Finance and the Budget	3,315	664	3,979
Ministry of Culture, Arts and Tourism	191	80	271
Ministry of Labour, Employment and Youth	222	65	287
Ministry of Public Service and Reform of the State	180	100	280
Ministry of Information	144	55	199
Ministry for the Promotion of Women	46	36	82
Ministry of Sports and Leisure	377	62	439
Ministry of Health	6,125	3,351	9,476
Ministry of Social Action and National Solidarity	867	472	1,339
Ministry of Basic Education and Elimination of Illiteracy	21,077	8,620	29,697
Ministry of Secondary, Higher Education and Scientific Research	3,907	1,057	4,964
Ministry of Trade and Promotion of Industries and Crafts	135	81	216
Ministry of Mines, Quarries and Energy	71	26	97
Ministry of Agriculture, Hydraulics and Fisheries	1,957	455	2,412
Ministry of Animal Resources	577	131	708

	Men	Women	Total
Ministry of Environment and Living Environment	906	137	1,043
Ministry of Infrastructures, Transport and Habitat	766	141	907
Ministry of Post and New Information and Communication Technologies	21	5	26
Ministry of Economy and Development	213	61	274
Ministry of Promotion of Human Rights	36	18	54
Office of the Lord Chancellor	18	5	23
Supreme Council for Communication	16	6	22
General Public Inspectorate	36	19	55
General Delegation for Computer Technology	33	9	42
Constitutional Council	37	14	51
State Council	23	11	34
Audit Office	34	17	51
Court of Assizes	35	21	56
Common Expenses	NA	NA	NA
Ministry of Regional Integration	NA	NA	NA
Ministry of Transport and Tourism	NA	NA	NA
TOTAL	49,037	16,713	65,750

Source: Ministry of Economy and Finance, INSD, 2007.

967. Among the other measurable progress indicators in the area of efforts made by the Burkinabe authorities in the promotion of gender equality, it is important to note the creation of the Ministry for the Promotion of Women in 1998. Also, as shown in the table below:

- an expenditure vote multiplied by 10 in 10 years;



- staff expenditure four times higher in 2007 than in 1999; and
- capital expenditures increasing from CFAF 43 million to CFAF 323 million, with the highest number reached being CFAF 1 billion in 2001.

**Table no. 6.10: Trends in budget expenditures by nature of the estimated budget of the state from 1998 to 2007 (in CFAF million)**

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Provision for expenditures	82.3	273.2	748.9	1191.6	339.9	482.1	425.8	433.9	434.4	827.9
Staff expenditures		53.1	83.8	79.6	101.7	102.5	109.4	125.8	130.5	215.9
Expenditures on materials	34.5	64.8	71.1	84.4	109.4	74.6	147.6	135.2	133.8	197.6
Expenditures on current transfers	4.0	21.0	21.0	21.6	17.1	49.5	46.6	47.9	49.4	90.5
Capital expenditure	43.8	134.2	573.0	1005.9	111.7	255.5	122.2	125.0	120.7	323.8

Source: Reconstituted from INSD data, 2007 Statistical Year Book, Public Finance.

968. Another achievement that emphasises the efforts made by the Burkinabe government is the establishment of the 'woman's house'. It is a symbol in the daily life of households. It is a place where the most important decisions are taken for the welfare of the family and the society. It is the place where women conceive their projects before implementing them. It is a place for consultation, meetings, training and sensitisation. It comprises a conference room where women meet to discuss their activities and hold discussions, rooms for training and apprenticeships in the different trades and income-generating activities, a room for exhibiting or selling products, and rooms for keeping archives, products and other materials. Generally, the functionality of the 'woman's house' is ensured with minimal equipment comprising chairs, desks, cupboards, typewriters, tables and audiovisual equipment.
969. In addition, the CRM observed the appreciable level of involvement and participation of women's organisations. They have organised themselves to promote their rights. They have:
- Established AFEB and AFJ/BF. The latter was founded in 1993 and has 126 Burkinabe jurists as members. It is open to women who graduated in the field of law, those who are working or have worked as a lawyer, and

law students. It also admits associate members and honorary members (male law graduates, students, associations, etc.).

- Created the Association of Women Scientists.
- Organised sensitisation and civic education campaigns for women.
- Strived for the translation of the code of women and the family into national languages.
- Contributed to the popularisation of the family code among women.
- Participated in demonstrations and international conferences on women in Dakar, Beijing and New York for the World Women's March Day.
- Organised, at the national level, political demonstrations such as the World Women's March and the National Forum for the Promotion of the Woman and the Little Girl.
- Called for the development of special policies for the education of girls and to eliminate illiteracy among adult women.

970. Some of the achievements may be attributed to the activities of women at the political and associative level. They include:

- Ratifying the CEDAW.
- Drafting and launching the directory of laws favourable to women.
- Rereading and amending the electoral law to specify that there should be one woman in every three candidates.
- Involving women in the top management of political parties and positioning them better on electoral lists.
- Building the capacity of women political leaders through tailor-made political training.
- Adopting gender and gender equity in the PRSF.
- Developing a national action plan for girls' education.

**Box no. 6.6: The AFJ/BF**

The AFJ/BF is currently conducting two projects intended to promote women's rights at both the national and international levels.

***The 'Fimba Coalition for Gender' project***

This is a project involving a majority of associations working for the protection of the rights of

women and advocacy in favour of the bill instituting a quota of 30% for women in decision-making spheres. It is waiting to be promulgated at the National Assembly.

***The Project for Land Protection for Women***

The AFJ/BF is conducting sensitisation activities about the law on RAF. It is also involved in the new land protection policy initiated by the authorities, and aims to obtain texts intended to improve land management in general and rural land in particular. The AFJ/BF is particularly concerned about the place of the woman, and proposes that the quota system recommended for the attribution of developed lands takes into account the gender dimension and should include individual women groups as well as associations of women.

971. Even if gender equality is one of the basic elements of the UDHR and is a central concern of the Burkinabe authorities, women are still victims of inequalities in several areas.
972. With regard to **education**, and as part of the MDGs, there is a specific objective intended to promote gender equality and the empowerment of women. This objective aims particularly at eliminating gender disparities in the primary and secondary schools and at all levels of education by 2015 at the latest.
973. The GRA showed an impressive gain of 50% between 1990 and 2003 according to the 2007 BDSE of the Ministry of Economy and Development (MEDEV). Significant efforts were made to promote girls' education at the primary level. Between 1990 and 2003, GRE virtually doubled from 23.6% to 46.3%.
974. GRE for girls doubled from 7.9% to 14.6% between 1996/1997 and 2006/2007 at the secondary level. At the same time, as was the case in 1996/1997, 6% separated the GRE of boys and girls in 2006/2007.

**Table no. 6.11: Trends in the GRE at the secondary level (%)**

	1996/1997	1999/2000	2003/2004	2006/2007
GRE boys	13.4	13.6	17.2	20.8
GRE girls	7.9	6.6	11.5	14.6
GRE total	10.7	11.1	14.4	17.7

Source: INSD, 2007 Statistical Year Book.

975. In higher education, the survey on the living conditions of households showed that boys are 2.8 times more educated than girls. Their respective rates are 4.0% and 1.4%.

**Table no. 6.12: Trends in the GRE in higher education (%)**

	1996/1997	2004/2005	2005/2006	2006/2007
GRE women	0.29	1.22	1.31	1.40
GRE men	1.30	3.51	3.71	4.00
GRE total	0.72	2.22	2.36	2.50

Source: INSD, 2007 Statistical Year Book.

976. The situation is the same for eliminating illiteracy. Women are less than half as educated as men and this rate is even greater in the most disadvantaged categories. For example, the rate of education of girls aged 15-24 years is only 26.5%, according to statistics published by the World Bank in 2006.
977. In the **health sector**, there has been significant improvement in health coverage for mothers and children. However, contraceptive methods are still not popular among women in the rural areas. Moreover, STIs and HIV/AIDS affect more women than men as they can be victims of practices like forced early marriages, excision, levirate and polygamy, all practices favourable for HIV transmission. Furthermore, they often cannot insist that their partners use condoms. In 2005, the morbidity rate was slightly lower among men than women.
978. With regard to **access to land**, customary land rights still exclude women from landownership according to the UNDP SHD report on the private sector. The provisions of the RAF certainly do open access to land for them, but the traditions are still deeply rooted in the rural areas where women are still restricted to the temporary use of land.
979. With regard to the availability of **financial services** by traditional banks, women are generally excluded. This inhibits the development of income-generating activities, particularly in rural areas. The state has established FAARF in order to overcome this problem. However, micro-credit is not enough to improve the situation of women as it cannot finance the necessary basic infrastructure, the equipment intended to alleviate daily chores and the training they need.
980. The **level of income** of women in general is significantly lower than that of men. According to the survey on the living conditions of households conducted by INSD in 2003, nearly 65% of women earn less than CFAF 23,600 per month compared to 35% of men. According to the Ouagadougou 1-

2-3 survey,<sup>62</sup> the average monthly income of women is CFAF 23,100 compared to the CFAF 47,600 for men. Besides, 50% of women earn less than CFAF 8,600 per month.

981. The average salary of men would be three times higher than that of women, and amount to close to CFAF 30,000. As a result, Ouagadougou is a capital where inequalities between men and women, in terms of income, are said to be among the highest.

#### Box no. 6.7: Women and access to land

There are four ways to accede to land in rural areas: heritage, gift, lease or sale. For women, in the first three cases, it is often through the husband or a third person because women generally have no right to own land but only to develop it. Several factors explain the difficulties encountered by women in acceding to land.<sup>63</sup>

First of all, socio-cultural factors, or the status of women within the society, determine their position with regard to landownership. Culturally, women are supposed to belong to their husbands, who are also the family heads. It is the husband who owns all the means of production and reproduction. Consequently, he owns the land and decides on how it should be used. Certainly, women can obtain a plot of land through their husbands to grow vegetables, groundnuts and sometimes grains. But they only have the right to provisional enjoyment. Moreover, when lands are allocated to them, they are often lands in remote areas or infertile lands. When land pressure problems arise, the land is withdrawn from the women.

There are factors associated with the social division of labour. Women have greater workloads than men (educating the children, wood and water 'chores', preparing food, working on the family farm, etc.) and this does not allow them to develop land adequately, even when they have access to it.

Finally, there are factors associated with economic and decision-making power. The land is a source of wealth in rural areas, and access to land would confer access to wealth and economic power on women. Moreover, women are under-represented on village structures that deal with land issues, and it would be difficult for them to influence the decisions necessary to improve their situations.

In the face of these problems, several activities have been undertaken, firstly among the people and then through advocacy from the authorities to bring about a change in practices and mentalities. The different activities, including that of agricultural and land reorganisation, have helped to take into account the specific conditions of women by proclaiming their rights of access clearly.

In the planning for a sustainable future outlined by the president of Burkina Faso, improving the situation of the rural woman is being sought through better access to landownership and equitable distribution of the fruits of labour. There are accompanying measures like enactments intended to fight against the exclusion of women, intensifying income-generating activities, facilitating access to developed perimeters, and promoting technologies that could alleviate household chores.<sup>64</sup>

<sup>62</sup> The 1-2-3 are joint household/enterprise surveys, conducted between 2001 and 2003 by the Development Research Institute (IRD); Development, Institutions and Long Term Analyses (DIAL); and national institutes of statistics on the informal sector of the seven capitals of WAEMU.

<sup>63</sup> Asséta DIALLO, 2002, *La position de la femme dans la problématique foncière au Burkina Faso*, Paper presented to the Pan African Workshop on Land and Resource Rights (PPLRR), Cairo, March.

<sup>64</sup> Blaise COMPAORE, 2005, *Le progrès continu pour une société d'espérance*, October, page 39.

982. With regard to **training and employment**, most women are confined to the agricultural sector and to unprofitable rural industries. They may suffer discrimination in employment as they risk being frequently absent, going on maternity leave, or being absent when their children fall sick.
983. In conclusion, the CRM observed that significant progress has been made to promote gender equality. However, this should not create excessive optimism, for women are still largely under-represented in politics, in Parliament and in the highest spheres of the world of economic and financial business. Statistics show that there are persistent inequalities in secondary and higher education. Women are still victims of discrimination when it comes to access to land, employment, training and income. Moreover, socio-cultural constraints continue to weigh down the progress of Burkinabe women. By analysing the efforts of Burkina to promote gender equality in the crucial areas, and addressing the mechanisms of accountability to make this equality effective, it should be noted that substantive equality for women is yet to be achieved. Despite the progress mentioned, women still run a greater risk of facing poverty and misery, disease, and political, economic and social marginalisation than men. The risk is still much higher for some population groups. For many women, violence and discrimination are a social reality.
984. Unless women have more freedom of speech and the right to systematic participation in decision making at all levels, and unless access to health, education, justice, the means of production and employment is made easier as an inalienable right, gender equality will remain an illusion in Burkina. Yet, the country should go beyond illusion and perfect its legal and institutional frameworks so that women can be involved in the collective national effort aspiring to bring about the expected change by 2025.
985. Here, as in the other strategic areas, the authorities should fully assume their leadership role as transformer and as the builder of a new ideal, and they should shake up inertia and voluntarily take risks involved in any structural change. The gap between the existence of institutional and legal policies and their effective implementation can only be narrowed by the affirmation of a transformation leadership that institutes affirmative actions and positive discrimination measures in favour of Burkinabe women.

### iii. Recommendations of the APR Panel

986. The APR Panel recommends the following measures:
- Enhance, if not edict, strong measures for accelerating the significant (rather than the symbolic) participation of women in the building of the nation in all its dimensions – namely political, economic, social and cultural (government, Parliament, civil society).
  - Create a presidential fund to support the political participation of women (government, Parliament, political parties, women's associations).

- Address the persistent split in which Burkina finds itself between a traditional society, for which women often pay the price, and launching a constant national campaign on changing the mentalities of men towards women (government, Parliament, CSOs).
- Make use of the dynamism and open-mindedness of young professionals who do not distinguish on the basis of gender so as to help overcome all kinds of cultural atavisms, and turn them into real agents of change in the country (government, Parliament, political parties, youth associations).
- Identify and eliminate the constraints to girls' education at the secondary and tertiary levels (government, local communities).
- Eliminate illiteracy, particularly in the rural areas (government, NGOs).
- Increase support for women's organisations and especially for the bill introducing a quota of 30% for women on decision-making bodies and which is waiting to be promulgated in the National Assembly (civil society, NGOs).
- Increase the number of projects and programmes intended to reduce the domestic chores of women, particularly in rural areas; provide women with training and equipment; and allow them greater access to credit and the means of production so that they are able to generate additional income (government, NGOs, developmental projects, civil society).
- Strengthen the capacity of women's organisations to ensure that their involvement becomes more efficient (civil society, NGOs, TFPs).

**Objective 6: Encourage the broad-based participation of stakeholders at all levels of development**

#### **i. Summary of the CSAR**

987. In order to promote the participation of the different stakeholders in SED, the authorities of Burkina Faso created forums for exchange and discussion with major stakeholders. The decentralisation process also helped to introduce mechanisms and structures at all levels to facilitate broad participation and get the people to accept responsibility for their own development. This was covered in objective 1 of this chapter. These different structures participate in the technical frameworks established at the regional level under the chairpersonship of governors and, at the provincial level, under the chairpersonship of high commissioners.
988. However, according to the CSAR, it can be argued that a vast proportion of the population is unaware of the existence of national policies and major developmental programmes despite the different mechanisms and structures

that have been established. An opinion survey, conducted with a sample of 850 households in both urban and rural areas, shows that knowledge about major national developmental programmes depends on the regions.

989. Even if the administrative structures participate effectively in implementing policies and programmes, civil society does not. Generally, civil society feels that it is not adequately involved in the development of policies and programmes. The participation and evaluation mechanisms appear, to some structures of civil society, to be forums where participants are not frank with each other. With regard to implementation, civil society feels that ownership of the programmes is inadequate. It also highlights political considerations that result in some structures being disregarded.
990. It is also important that their actions, and those of the partners, are integrated into regional programmes and subjected to the standards of the country. It is necessary to regulate the establishment and the activities of the associations and NGOs that abound in rural areas.

## ii. **Conclusions of the CRM**

991. The stakeholders that are relevant to this objective comprise, both at the national and local levels, the public authorities (the Executive); the elected assemblies at the national, regional and communal levels; civil society organisations (including the media); and the private sector. Their participation in SED processes is a major indicator for the APRM exercise.
992. On the basis of the documentary review carried out during the mission, as well as discussions with the central authorities and the different stakeholders in the regions, it appeared to the CRM that Burkina Faso has a long tradition of consultation and dialogue for managing the affairs of the community. This tradition dates back to earlier times when traditional chiefs (particularly the Mossi), surrounded by the top dignitaries, always sought, through codified procedures, the views of the different components of society before making major decisions.
993. Today, Burkina Faso makes the participation of stakeholders one of its spearheads of development. Grass-roots communities, through various and varied structures and mechanisms, are involved in, and consulted about, the development and implementation of projects that affect their immediate interests. The decentralisation option adopted by the country offers a timely tool which will enable all sectors of the population to associate themselves increasingly with the development of their localities. The CRM observed that the people themselves acknowledge that they are consulted about the establishment of projects that concern them, called proximity projects. This is shown in the construction of classrooms, health centres, water points and in environmental-protection activities. The authorities are commended and encouraged to persevere in that direction.



994. There are many frameworks for consultation at the central level. The national forums, which are periodic meetings of all the stakeholders involved in the implementation and monitoring/evaluation of the PRSF, is the only reference framework for SED at the central, regional and local levels.
995. The government consultative body also falls within the framework of the PRSF. This comprises the developmental partners (TFPs, the private sector and civil society). It evaluates results and ensures that resources are mobilised. Its mission is to evaluate the measures proposed for improving consultation and dialogue between the government and its partners. Consequently, it contributes to the exchanges between the government and all its partners in order to implement the PRSF. It may also make proposals to the government about improving performance in the fight against poverty.
996. The issue of participation appears to be an ongoing process in the country and seems to be becoming more noticeable. This emerged in discussions with the central authorities in Ouagadougou, with elements of civil society and with people in the interior of the country. The phenomenon is enhanced by the fact that it is increasingly acknowledged today that the democratic management of power and public affairs implies the participation of all stakeholders. This helps to ensure the support of the bone and sinew of the nation for the policies. It also helps to foster interaction between the policy makers and the citizens so that the aspirations of the people can be efficiently addressed in the implementation of the policies.
997. Indeed, it has been established that poor governance often results because governments do not promote consultation with society. This frequently raises the problem of legitimacy. In traditional societies, with or without centralised political power, the notion of participation has always existed and still does. The participation of stakeholders is indispensable in mobilising the support of the people for sustainable development. It also promotes the equitable distribution of the fruits of development. Participation helps to make citizens confident about their governments. It fosters mutual acceptance between citizens and their governments, between the public and private sectors, between stakeholders and the TFPs at the central and decentralised levels, and between the different social, political, ethnic, religious or regional groups of a country.
998. The tradition of participation in Burkina Faso dates back to the pre-colonial era. Its modern form can be seen in the vision of the current president, His Excellency Blaise Compaoré, who, when talking about the promotion of participative development in rural areas, declared: *“The refocusing of missions of the state, an inevitable data in the process of modernisation of African societies, challenges the citizen to take active part in the definition and implementation of projects of which they are beneficiaries. The control of investment structures will be ensured at the local level by the beneficiaries themselves through representative consultation, reflection and decision-making structures. The professionalisation of the stakeholders of the rural sector will be encouraged through increased support in training and*

*supervision. The strengthening of the structuring of the organisations of peasant farmers, cattle breeders, fishermen and producers of forestry and fauna products will help to better develop the different activities”.*

Source: Blaise Compaoré, 2005, *Le progrès continu pour une société d'espérance*, October, page 40.

999. Several levels of participation have been identified and several types of stakeholders are playing an important role in SED. They include:
- Institutions of the republic, like the ESC. It plays an important role in the economic and social life of the country. The ESC helps to expand the stakeholder consultation forum. The head of state consults the ESC but it may also act on its own initiative. The council makes written recommendations to the head of state. Although acknowledged as a very important link in the participation process, the ESC and its actions are not well known to the public, probably because its sessions are not public.
  - Civil society is an autonomous entity. It comprises benevolent associations which pursue public objectives that go beyond the capacity of individual citizens. It is also distinct from the market and the state. Civil society consists of public interest groups like grass-roots community organisations, federations, networks, NGOs, unions, professional groups, local developmental associations, cultural associations, federations of producers and artisans, religious communities and traditional chiefs. Civil society can be seen as the breeding ground of democracy. It brings together citizens, organises their interests, formulates their demands and communicates them to the policy makers. It also opposes governance excesses in order to contribute to the emergence of a political culture based on participation, dialogue and tolerance.
1000. In the modern approach to the participation of civil society in activities of the state, CSOs are invited to form pressure groups of citizens. Civil society is not to be seen as a disguised representative of opposition political parties or of the government in power, but rather as an interface between the state and the other sectors of society. Responsible participation of civil society should be encouraged every time it is possible. It should be emphasised that the representative organisations of the private sector and the major unions deplore their low involvement in certain initiatives, especially those that concern the development and implementation of the national strategy for poverty reduction and the redistribution of the fruits of growth.
1001. Generally, CSOs do not want to be confined to secondary roles. They emphasise the need for effective participation in developing and monitoring developmental programmes, particularly those that concern respect for the rights of workers, economic governance and the fight against corruption. It is therefore advisable to pursue and intensify civil society's involvement on decision-making bodies.

1002. **Decentralisation** is another important opportunity to promote the participation of stakeholders in Burkina Faso by increasing the involvement of local communities in developmental programmes and projects. A policy of decentralisation, together with the deconcentration process, was initiated to bring the administration closer to the users and to help local stakeholders realise that they have a responsibility to manage themselves and, ultimately, to develop themselves. Thirteen regions, 45 prefectures and 352 rural communes were created. Regional and communal councils are also in place and mayors have been elected.
1003. The decentralisation process, although well advanced in Burkina Faso, is still in its infancy. This explains why locally-elected officers often complain about the lack of resources because they are not being transferred from the central authority. If the principle of cooperative management of social services (schools, health centres, water points and environmental protection) is applied, then a lot remains to be done about governance in decentralised structures because they sometimes face difficulties in fulfilling their roles as a result of a lack of human capacity and financial resources.
1004. The **private sector** in Burkina Faso should also be a major factor in stakeholder participation. There is real potential for developing the private sector, particularly in the economic sectors of agro-food, tourism, the cottage industry and services. However, there are still many obstacles to this development, especially at the level of landownership, legal protection of business, taxation and customs duties, management of public utility services, and development of infrastructure (water and electricity, particularly in terms of economic access).
1005. Other forums that are more specific to the country can be added to these classical forums for dialogue. These are the specific consultative forums which the president of Burkina Faso organises regularly (usually on an annual basis) with the bone and sinew of the nation. The objective of these meetings is to initiate dialogue about the concerns of each of these forums. The most famous of these meetings are:
- The JNP, which has been organised every year since 1993. It brings together farmers and cattle breeders from 45 provinces of the country and NGOs to hold discussions with the government on problems they encounter. These days are chaired by the head of state himself.
  - The Forum of Women of Burkina, held periodically. This meeting, held under the patronage of the head of state, initiates recommendations for better addressing the 'woman' dimension in the developmental process.
  - The annual National Youth Forum, held to enable the authorities to listen to and address the concerns of the youth in the SED process (see Chapter Five).

- The annual meeting between the government and the unions, and the one with the private sector, which addresses the same concern.

**Box no. 6.8: The JNP**

The Burkinabe authorities have run a consultative framework at the same time each year since 1993. It has virtually become a permanent feature because it is a prime time for reviving the socio-political scene of the country.

All stakeholders of the rural world gather on this day: farmers, stockbreeders, fishermen, professional organisations, consular chambers and others. Members of the government and the central administration, rural development finance institutions, micro-credit and developmental partners also participate in the celebration.

The day is held under the patronage of the president of Burkina Faso. It offers opportunities for fruitful exchanges between the different stakeholders about the concerns of the rural world. It is therefore regarded as the greatest opportunity for sharing and holding dialogue. It allows producers and the government to make mutual commitments and to agree on the methods of assessing them at the JNP of the subsequent year.

These commitments concern the measures for increasing agricultural production of all kinds and improving living and working conditions in rural areas.

1006. These commendable opportunities for direct dialogue between these important stakeholders and the highest authorities of the country should be continued. However, the stakeholders do not always perceive clearly the conclusions that may be directly drawn from these initiatives. They tend to become rituals rather than participative meetings for improving governance in specific areas.
1007. **Developmental partners and subregional cooperation.** With regard to participation in SED, it is also worth mentioning Burkina Faso's relationships with its developmental partners and the activities that are made possible through regional and subregional cooperation. It was mentioned in objective 2 that the structure of the Burkinabe economy was not mobilising enough domestic savings to finance its developmental programmes. It was analysed in terms of self-dependency in relation to the initiatives and understanding of SED. Seeing that more than 70% of the resources for funding SED come from external sources, it is normal that all the mechanisms that should lead to these financing facilities are based on permanent dialogue between the state and its partners. This dialogue generally happens in forums like joint commissions, advisory groups, round-table conferences and programming exercises or other types of reviews of projects and programmes. It should also be noted that the PRSF, the sector strategies in the areas of health and education, and the annual general assembly of project managers are efficient frameworks for consultation between the authorities and developmental partners. Generally, these consultative frameworks function relatively well and satisfy the parties, especially in the monitoring and evaluation of the PRSF.
1008. There is one problem that is often posed. If the local partner, the country that is to benefit from support, takes measures to ensure respect for the

commitments made, it often happens that the external partners do not. For example, the commitment to release resources for the LDCs initiative has yet to be honoured. Similarly, the commitments to monitor the Paris Declaration on aid reform at the local level are not always honoured. Better coordination from the partners is necessary if the country wants to make progress with these sensitive issues.

**Box no. 6.9: Burkina Faso and the Paris Declaration**

The Paris Declaration was signed in March 2005 by the TFPs and partner countries, including Burkina Faso. It is based on the principle of mutual commitment for improving the efficiency of aid, and comprises a practical and concrete framework which is aimed at improving the quality of aid and its impact on development. The commitments are organised around five major principles:

- The principle of ownership. The partner countries exercise real control over their developmental policies and strategies, and ensure the coordination of the developmental support action.
- The principle of alignment. The donors base all their support on the national developmental strategies, institutions and procedures of the partner countries.
- The principle of harmonisation. The donors strive to harmonise their actions better and to ensure greater collective efficiency.
- The principle of results-based management. The management and decision-making process, with regard to the resources allocated to development, are improved in order to achieve results.
- The principle of mutual responsibility. The donors and partner countries are mutually responsible for the results.

In Burkina Faso, significant progress is being made in implementing the Paris Declaration. The country organised a meeting with the TFPs in 2006. At the end of the meeting, the TFPs signed a letter of commitment to implement the declaration.

1009. With regard to subregional cooperation, Burkina Faso participates actively in implementing subregional integration policies within the frameworks of ECOWAS, WAEMU, the AU and NEPAD. With regard to its commercial integration into the subregional and world economies, major discussions are under way on how to make the most of the central position of the country in West Africa.
1010. In conclusion, there are conditions for the participation of stakeholders, and its improvement, in Burkina Faso. This is true for the institutions of the republic, the stakeholders in territorial communities, civil society, the private sector and developmental partners. All are aware, committed and relatively active.
1011. Burkina has made significant progress in governance, particularly with regard to the participation of stakeholders. It was observed that, at the local level, there is room for dialogue and consultation. This is gradually being strengthened around the initiation and implementation of SED projects,

particularly in rural development, education, health and drinking water projects.

**iii. Recommendations of the APR Panel**

1012. The APR Panel recommends:

- Accelerating the finalisation of the decentralisation process to ensure greater participation of stakeholders at the decentralised level, effective skills transfer, the availability of financial and human resources, and to strengthen operational capacity (government).
- Establishing efficient mechanisms for monitoring the recommendations of the annual forums with stakeholders – like the youth, women, unions and the private sector – in order to highlight very clearly the changes made from year to year as a result of these important meetings (government, relevant stakeholders).
- Activating the mechanism for coordinating aid between the government and the main developmental partners in order to ensure, at the local level, the efficient monitoring of international commitments (government, TFPs).
- Promoting, broadening, and maybe institutionalising an exercise similar to that of self-assessing governance in Burkina Faso, especially at the level of the decentralised communities, so that it becomes a national practice in order to develop a sense of mutual responsibility between the state, its private partners and civil society (government, private sector, civil society, territorial communities).

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## CHAPTER SEVEN

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### 7. CROSSCUTTING ISSUES

#### 7.1 Decentralisation

1013. Crosscutting issues are, according to the APRM questionnaire, general subjects that, though having been analysed under a particular theme, are found in the other focus areas and therefore need to be addressed in a holistic manner when the APRM reviews the country considered. They include, in the framework of this report, corruption, decentralisation, reforms and modernisation of the state, gender equality, development and insertion of the youth, land use planning, the informal sector, legal insecurity in the rule of law, and the issue of e-governance, all of which are common issues that affect all governance programmes in Burkina.
1014. Conceived as a major component of local development and of deepening the process of democracy, the process of decentralisation has been an integrated process in the major public policies of Burkina Faso, in particular the PRSF, the comprehensive reform of public administration, and the PNBG. The decentralisation process was initiated in the context of the political, economic and institutional reforms introduced in the early 1990s and is based on the constitution of 1991, which, in Article 143, provides as follows: “Burkina Faso is organised into territorial local authorities”. The prudent and progressive implementation of such policy was articulated mostly around three generations of laws corresponding to the three stages of the policy’s evolution: the laws of 1993, those of 1998 (referred to as Orientation Texts on Decentralisation, or TOD) and the CGCT adopted in 2004.
1015. After being tested in 33 urban districts in 1995, then in 49 urban districts in 2000, decentralisation as a form of development management became widespread in 2006 with the complete communalisation carried out in 351 districts, 302 of which were rural and 49 urban. Thus, the whole of today’s present-day population was involved. These districts are grouped into 45 provinces, which, in turn, are divided into 13 administrative regions. In addition to these levels of decentralisation laid down in the CGCT, Village Development Committees (CVDs) have been established in the regions as part of the scheme of decentralisation and as a tool for local development under the authority of districts.
1016. The mobilisation of the population for the purpose of local development, meeting collective needs, improving living conditions, deepening democracy at the local level, and legitimating public institutions from the base are the major issues of decentralisation. This complete communalisation must result in a transfer of powers from the state to territorial local authorities in several areas (education, health, the environment, land, and natural resource

management). Such transfer, which necessarily involves costs, must of course be accompanied by the availability of material, financial and human resources. An appraisal of assets and shortcomings (see Chapter Three, objective 2) highlights the following challenges:

1017. **The production of accessible and good-quality public services for the benefit of people** must be achieved through local capacity building and the completion of decentralisation. Capacity building is an urgent need, because successful decentralisation depends heavily on it. However, the process in Burkina Faso is characterised by the weak management capacity of local representatives. This results from the fact that many of these representatives are illiterate, have a limited understanding of their mandate and lack an awareness of their roles. An additional problem is the unavailability of local planning tools. These shortcomings with regard to common resources are compounded by the limited capacity in respect of local and regional recruitment and by the inadequacy of the profiles on available local agents. A strong presence (both quantitative and qualitative) at the base of technical services that allows a quick response to the requests of the local population and the authorities is also a condition for the success of decentralisation. Capacity building of stakeholders involved in the decentralisation policy requires a specific training policy for local representatives, as well as social ownership through improving literacy, providing training and information, and the sensitisation of people.
1018. Improving the quality of public services must also be brought about by the completion of decentralisation. The absence of, or delay in, the implementation of a significant component of decentralisation that should accompany decentralisation – in particular the lack of implementation of the delegation of authority and signature to the representatives of decentralised services, as well as inadequate equipping of the latter – underscores the still highly centralised nature of the state and reinforces the idea that a real desire to decentralise political and administrative power is lacking (see Chapter Three, objective 2). Furthermore, the coincidence between a department of a decentralised constituency and a district territory causes frequent conflicts between prefects and mayors with regard to matters of jurisdiction. Therefore, clarification of the rules prevailing with respect to competence sharing between the two levels and the acceleration of the implementation of the decentralisation policy are urgently needed in order to improve the quality of local public services.
1019. **The transformation of territorial governments into local frameworks for promoting development** is dependent on them being able to mobilise adequate financial resources. However, Burkina Faso's local finances are precarious, despite some improvements that have been recorded since 1995. Since territorial governments are especially oriented to agriculture, their potential for obtaining revenue by way of taxation is limited, because agriculture and livestock farming generate little in the way of such revenue. Added to this is the fact that the population has a poor fiscal sense and low purchasing power. Local authorities therefore face many difficulties when it



comes to investing in projects and are highly dependent on the state and development partners.

1020. The financial support provided by the state consists mainly in allocating a share of the 10% generated by way of the Unique Tax on Petroleum Products (UPPD) and in partly or fully transferring the revenue generated through some other duties and taxes (e.g. contributions of the informal sector, residence tax and the tax on weapons). This list hardly indicates that the reality of the situation is favourable. Despite the financial and fiscal autonomy granted by the state, decentralisation policy in Burkina Faso is faced with a lack of financial resources resulting from the low capacity for resource mobilisation at the local level and from the delayed granting of subsidies. TFPs, for their part, provide a financial contribution to the activities of territorial local authorities through various support strategies. This results in a variety of practices regarding the planning and financing of local development activities.
1021. However, Burkina Faso is still seeking to achieve the sustainable funding of decentralisation and to develop a system of fungibility of funds to ensure the financing of sustainable local development. The solution lies in consolidating the self-financing capacities of districts through actions that not only enable them to better ensure the collection of fiscal and non-fiscal income, but also assist them in making commercial investments more profitable. Moreover, the provision of equipment by development partners results in low ownership of projects by funded local authorities. The latter do not control the projects, despite the fact that the projects are intended for them.
1022. **The upgrading of territorial authorities into frameworks for the promotion of sustainable development, of equitable access to natural resources and of equal participation in local management** presupposes the rapid implementation of a land management plan that is likely to ensure the balanced and sustainable development of national space through development at grass-roots level. This has been done and, in the long term, will thus ensure a healthy life and the maintenance of a balance between people, ecosystems and development as part of an integrated and participatory approach (see Chapter Six, objective 1, and the crosscutting issue on land use).
1023. It is also necessary to clarify the land issue. Land in rural areas is occupied by, and is owned on behalf of, the entire ethnic group, clan and/or family, with property rights being exercised by the chiefs responsible for land. A national policy on land security has recently been adopted, as well as a bill on securing land. At the same time, a law designed to introduce RAF was passed. A national agency responsible for rural land and a national fund relating to land security are in the process of being introduced. In addition, texts pertaining to agrarian and land organisation are being revised to support the growing demand for land in order to increase agricultural production. This latter reform is important, because it allows for the recovery of land so that it can serve as the heritage and main asset of poor households. Moreover, the land can also be used as security to enable poor households to gain access to credit (see Chapter Six, objective 4).

1024. Furthermore, one should ensure the participation of all people in local governance, especially women. As a result of the complete recognition of decentralisation, the level of representation of women in the institutions of local governance has improved. There are three women governors out of a total of 13,702 women regional councillors, and 19 mayors out of a total of 359. In addition, there are 6,422 women councillors in 302 rural districts, that is, 35.9% of these councillors are women. Yet, despite this progress, the level of representation of women on local governance bodies remains low. The participation of women is hampered by their low level of representation in municipal councils and, especially, with regard to mayoral posts, thereby limiting their involvement in local action and thus the handling of their specific needs. In addition, the distances that have to be covered in order to sit on councils, as well as socio-cultural constraints, do not make their task easier.
1025. Such considerations have led the APR Panel to make the following recommendations:
- Accelerate the implementation of the decentralisation strategy.
  - Ensure social ownership of the decentralisation process by improving literacy, by providing training and information, and by sensitisation.
  - Build the capacity of both local representatives and decentralised services in order to promote local development in a spirit of complementarity.
  - Take measures to enable districts to levy taxes on companies' activities or facilities that take place in, or are situated within, their territories.
  - Decentralise the management of public contracts and allow districts to control infrastructural projects.
  - Immediately implement the patterns of land use.
  - Take into account the specific needs of women so as to enable them to participate in local development.

## 7.2 The informal sector

1026. The IS in Burkina Faso includes all units that are not registered (permanently), with such units including micro and small enterprises with a turnover below CFAF 15 million and which pay a flat rate of tax termed the Contribution of the Informal Sector (CIS). As in other countries, the CIS is characterised by a multiplicity of activities and concerns and, in particular, by a large number of women. Such multiplicity of activities and concerns has been measured in the case of Burkina Faso in a study conducted by Charmes (2000), who observes that: "While most women are registered in the agricultural sector, they often carry out a second activity in the sector, agricultural products processing, and in the informal sector... Thus, when one thinks in terms of main activity, the

informal sector is characterised by a male and tertiary, urban dominant feature. However, if one takes into account other activities, it is a sector which becomes predominantly rural, female and manufacturing”.

1027. Until the mid 1980s, little attention was given to the IS. However, with the crisis in the 1980s, this sector started to attract the interest of authorities and donors because of what it offers in terms of credible alternatives with regard to the serious unemployment problem that arose in the context of structural adjustment, the issues of equitable redistribution of income and poverty reduction, the issue of vocational training, and the supply of urban households with low purchasing power with goods and services. This sector is characterised by modest (and often archaic) means of production, by the use of intensive workforce techniques, by low productivity, by the itemised transmission of know-how (through learning) on the job, and by low accessibility barriers and thus a variety of economic operators.
1028. The importance of the IS in Burkina Faso has been amply demonstrated. A study of the SNAT as per June 2007 reveals that this sector contributes about 27.6% to the creation of wealth. With regard to the spheres of activity of the IS, the manufacturing industry's contribution to GDP is the largest with an average of 8.6% per year, followed by commerce (6.5%); informal, non-market services (4.1%); other informal market services (3.7%); and construction (2.9%).
1029. The IS also plays an important role as a job provider. The percentage of people employed by this sector rose from 5.9% in 1985 to 8.7% in 1996, reaching 11% in 2003. This increase reflects the gradual move towards making the economy of Burkina Faso a less formal one. In terms of trends, Charnes (1996) not only showed that informal employment increased from 1985 to 1996, but that such increase was also much more rapid than for the formal sector and agriculture. With a workforce that has grown to 15.3% of the total workforce, employment in the IS grew by 70% as opposed to the 43% of the formal sector and the 11% of the primary sector. This means that the IS has a large capacity to absorb members of the labour force. Moreover, according to an ILO study (1996), the tertiary sector is the largest provider of jobs (providing 81.9% of jobs, which percentage is made up of 69.7% of jobs provided by the commerce component, 13.7% by the commercial handicraft component, 12.2% by the services component, 2.5% by the construction component and 2.5% by other activities).
1030. In the face of the role played by the IS, tax reforms were introduced in 1993 in order to benefit the sector. Unfortunately, the said reforms penalised the passage of this sector into the formal sector and had an accelerating effect on the fallback strategies of modern-sector units to the informal sector and on the extensive growth strategies and diversification of smaller units rather than encouraging domestic growth and a shift to larger sizes. So, it goes without saying that the tax reforms that were introduced were simply counterproductive.

1031. This gradual move towards making the economy a less formal one has been accompanied by a relative decline in the sector's production, which has consequently raised the issue of productivity in the IS. In fact, today the industry is facing severe constraints, despite the support provided by the state. The following are some of these constraints:

- difficulties in accessing funds owing to barriers preventing access to the banking sector and sometimes even the MFIs (in the case of a demand for long-term credit, for instance, the MFIs provides mainly short-term resources);
- weak demand by households;
- cumbersome regulations that limit the dynamic process of the sector (e.g. complex, costly and lengthy procedures relating to access to public contracts) and very high fiscal and customs taxes (which affect the competitiveness of informal enterprises);
- the high cost of factors of production (including labour and capital) compared with other countries in the subregion (even though the productivity of these factors is low overall);
- the cost of services (in relation to that of infrastructure), which is also above the average for the subregion;
- the precarious nature of activities and the shortage of capital equipment for those working in production; and
- gaps in entrepreneurial management capacity.

1032. These constraints result in rising production costs (including the cost of labour and capital) and the cost of services that are linked to infrastructure, in difficulties in selling at competitive prices, in lower profitability, and in the possible cessation of some activities with low labour productivity. Now, as we know, the sector's contribution to alleviating the socioeconomic problems of the country is absolutely crucial. Thus, in the study cited above relating to the SNAT, a number of guidelines are suggested to ensure increased demand for goods and services, increased productivity and increased income for the sector, namely:

- facilitating access to credit for the sector's enterprises;
- improving land reform and the transfer of security in urban areas as a condition of access to financing;
- establishing a conditional link between access to financial services and supporting entrepreneurs in the acquisition of skills relating to organisation and management;

- providing popularisation services, particularly in the areas of technology and marketing, in order to enhance the technical skills necessary for growth in productivity;
  - developing human capital through vocational training;
  - reorganising the regulatory and fiscal framework (i.e. simplifying regulatory procedures and access to public contracts) with a view to facilitating the passage of informal enterprises into the formal sector; and so on.
1033. Obviously, the issue with regard to policy actions designed to benefit the IS is one of approach. On the one hand, such actions lack coherence because they are incomplete, and, on the other, because they are opposed to other goals. It seems clear that things are given sparingly instead of there being a clearly defined, proactive policy based on a systematic approach that is capable of helping to take into account all the dimensions of the challenges posed in the sector, not only in relation to the sector itself, but also in relation to other sectors of the economy. The challenge for the country and the government is to make the IS a partner in economic policies and to seek to respond to its problems as well, and not simply to try to formalise it by any means or to view it only through the eyes of a tax policeman.
1034. In view of the foregoing, it is clear that the above guidelines, in order to be translated into action, require not only the involvement of private-sector actors, but also need the decisive contribution of the state. In fact, it is desirable that the state adopt an integrated and coherent economic policy in respect of the entire productive sector and not sporadically in respect of the IS, which is only part of the package.
1035. The discussions held by the CRM with economic operators in both the formal and informal sectors show that the cost of transition to the formal sector is very high: the act of becoming formal exposes old, informal businesses to a burdensome tax that they did not have to pay before, as well as to fierce competition from those that have remained informal. The result of this is that most of these businesses are seeking to return to the informal sector or to operate as less disadvantageous alternatives (associative organisations, NGOs).
1036. Today, banks are willing to fund the IS by way of suitable products. An example is the *Banque Commerciale du Burkina* (BCK), which has created a department of micro-finance and now offers the IS products such as the informal sector booklet, the agricultural-silvicultural-pastoral sector account, the informal current account, the cooperatives or associations and groupings account, and the micro-finance institutions account, all with very flexible and extremely simplified access conditions.<sup>65</sup> Such initiatives are to be welcomed,

<sup>65</sup> The amount required to open an account and the loan duration vary according to the product. Conditions pertaining to the opening of an account are not strict. To open an informal current account, for example, the client is required to present only a copy of his/her identity card, three photographs of

for they show that it is possible to get rid of the yoke of imported management formulas and so ensure appropriate funding of this category of economic operators.

1037. Similarly, it would be beneficial if the state were also to demonstrate inventiveness by abandoning its traditional approaches to the sector. The IS is well entrenched in the African economic and social structures, and is based on socio-cultural values and the traditional model of socioeconomic organisation. Therefore, the approach to such sector cannot be one that employs imported and inappropriate formulae.
1038. It is the opinion of the CRM that the IS should be analysed from another angle and that all sectors of the economy should be treated fairly and as fully-fledged sectors. The impatience of some (states and large companies in particular) to see the IS disappear is unfair. The most important thing is to bring the sector to the point where it, like other sectors, contributes to an increase in the wealth of the nation and the resources of the state.

### 7.3 Modernisation of the state

1039. The issue of modernising the state and society is undoubtedly one of the major challenges in seeking to bring about an emerging Burkina Faso by the year 2025. Indeed, the materialisation of this vision is necessarily dependent on a significant shift with regard to society, including both institutional and administrative systems, as well as with regard to the economic and social environment; hence we can see the importance of the reforms initiated under the dual seal of pluralist democracy, and the fight against poverty and the guarantee of sustainable development.
1040. While it is undeniable that progress in this regard has at times been tumultuous, it has nevertheless resulted in relatively stable political institutions and a relatively stable democratic system. The consolidation of such stability requires permanent vigilance and broader consensus within the political class. It is also true that the fact that the situation with regard to poverty has remained the same, or that poverty has even increased – despite real efforts on the part of governments and sustained growth of close to 6% during the last decade – seriously raises question concerning the relationship between democracy, the choice of governance and development.
1041. The adoption of the PNBG, as provided for by Decree 2005-459 of 31 August 2005, resulted in the implementation of a comprehensive, integrated and systemic approach to the modernisation and development of a public administration focusing, in its quest for development, on the search for efficiency based on democracy and an integrating prospective dimension. The main equation that needs to be solved, therefore, relates to the type of reform

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himself/herself and the amount of CFAF 25,000. As for the guaranty, the BCK does not especially require a material guaranty such as a mortgage over an urban residence, but limits itself to solidarity actions, group solidarity, etc.

to be implemented in order to establish a match between political and democratic stability on the one hand, and development and economic prosperity on the other, with, as a result, a shift away from the status of a very poor and landlocked country to that of an emerging country. The other equally important issue relates to the degree of autonomy and flexibility available to the government of Burkina Faso in undertaking reforms in the context of endogenous development.

1042. Several instruments have therefore been identified and employed for this purpose. First of all, in this regard, there is the political future of Burkina Faso, which is expressed in the national study 'Burkina Faso 2025'. A prominent place is given to the PRSF, which is truly a compass guiding the daily actions of the government and the work of development partners. Secondly, it is necessary to mention the programme of action developed by the president of Burkina Faso. The list of instruments that we have mentioned here is, however, probably not exhaustive. Thus the important set of reforms introduced over the past few years make the country look like a vast field that has been transformed from a wasteland. Nevertheless, it is not always easy to assess the impact of the reforms or to accurately determine the likelihood of success (or the factors that will govern it) of the process that is under way.
1043. *A first group of reforms* aims at modernising and redefining the role of the state in the strict sense of the word, with the ultimate goal being to strengthen democracy and, above all, improve the effectiveness and efficiency of public services. The point, according to the vision of the PNBG, is to promote "*a capable, intelligent and effective State*". It is a process of building a *strategist, democratic state* that is able to play its normative role effectively in providing guidance and impetus with regard to socioeconomic development in an environment of participatory governance.
1044. *A second group of reforms* concerns the macroeconomic framework, with the main objectives being to boost growth, reduce (and then eradicate) poverty and guarantee sustainable development. The objectives here are therefore to improve economic governance, broaden the base of the economy and promote regional integration as prerequisites for the acceleration of economic growth and poverty reduction and also meeting the demands of globalisation.
1045. *A third group of reforms* is directed at society with its various components, and relates to social policies and sustainable development. In this regard, education is declared the top priority (for a country deprived of natural resources, it makes sense to invest primarily in human capital), with particular emphasis being placed on girls, health, housing, the fight against illiteracy, employment, wages, water, food, sanitation, the involvement of the diaspora, the promotion of a vibrant and responsible civil society, land, family, gender, etc.
1046. All these reforms are part of the process of maturation of a state that is politically and economically strong, is modern in all respects, and is open to the subregion so that it can assume the leading role of an emerging country by

the year 2025. This implies, however, that special attention should be paid to some of the key challenges in the process of reforming the state. These challenges are as follows:

- the ability of the state to carry out reforms, to control the pace and sequence thereof, and to modernise society in a context of scarce financial resources, predominant rural organisation and increasing poverty;
  - sufficient human resource capacity in terms of men and women to take up the challenges facing the entire Burkinabe society in operationalising the vision of Burkina Faso 2025, particularly in view of illiteracy, socio-cultural constraints and indigence;
  - adequate strategies for the preparation of young people (more than 60% of the population) and women (over 52% of the population) and for their integration into the heart of the political, economic and social development process;
  - the extreme dependence of Burkina Faso on the external world, including development partners, for financing reforms;
  - building a multi-polar, urban network throughout the country on which to base the ambitious programme of decentralising human resources and services – both public and private – and local development policies;
  - the transformation of Burkina Faso's handicap of being a landlocked country into a development asset;
  - the proper resolution of the conflict between modernity and tradition in a state where rural organisation, while very extensive, is still disadvantaged, and where illiteracy and numerous socio-cultural traditions act as real brakes that slow down the reform of the state, the modernisation of society and socioeconomic development; and
  - the widening gap between an enlightened elite bearing reforms and master of the state system, and the vast majority who live according to an ancestral and parallel organisational model, are hardly involved in the reforms of the state and are called upon to undergo rather than to fulfil them.
1047. The challenge, therefore, is to provide a model of a viable and sustainable society that transcends merely the concerns of the modern urban elite and meets the daily needs and demands of the poor and miserable masses living in the countryside and the two Burkina Faso metropolises, thereby ensuring their wellbeing. The problem thus concerns the pace and terms of reform, and especially the ability of public authorities to mobilise, unite, coordinate, monitor and evaluate initiatives relating to the project.



1048. The farsightedness of leadership, the transparent and efficient use of mobilised resources, systematic accountability (on the part of the state, NGOs and associations) and the fierce fight against corruption will then be proof of the irrefutable willingness to ‘modernise’ the state and society, with the challenge consisting in the social distribution of vectors of good governance and social change to achieve the better handling of ongoing reforms by society as a whole.
1049. In other words, one should move beyond the issues of prioritising, sequencing and pacing the reforms (which seem to be of secondary importance here) and insist on the issue of the modalities for undertaking the reforms, because the adequacy of implemented procedures, ownership thereof and the rigour of their follow-up evaluation will lead to the success of the reforms. Apart from the usual consultations, this process entails developing the capacity to listen and engage in critical and other forms of dialogue, in transparent exchanges and in co-decision making, processes by means of which the state (public authorities) and its leader renounce the status of *deus ex machina* and sole owner of ‘*the truth*’ in order to become the partner of civil society and of all other stakeholders. All of this takes place within a dynamic of mutual enrichment. However, in this context it must be remembered that ‘*the state cannot do everything*’, that it is in fact unrealistic to expect everything from it, that the overwhelming majority can reach out to a laminated political opposition, and that the greatness of the fittest lies in reaching out to the opposition. However, there must be enough people who are aware, trained, competent and accountable, and there must be adequate resources.
1050. This is the issue with regard to the reform of institutional capacities and the development of new platforms for political, economic and social dialogue that reflect the endless African discussion tree that should be considered in order to ensure that reforms are accepted by society as a whole. What this implies is that the policy makers and leaders responsible for reforms should, together with their policies, leave Ouagadougou more often to be on the ground in the mud and slush and to preach by setting a good example!
1051. It is at this cost that the vision of “an interdependent, progressive and just nation that is strengthening its respect on the international scene”, as reflected in the prospective study ‘Burkina Faso 2025’, will have a real chance of maturing, subject to some of the usual corrections imposed by the constraints of a political future whose linearity and predictability are more uncertain at this time of general globalisation!

#### **7.4 Corruption**

1052. Studies conducted for the CSAR and confirmed by CRM interviews with various stakeholders unequivocally reveal sprawling corruption in Burkina Faso that affects all areas of governance (the public sector, the private sector and civil society). Moreover, corruption has become a scourge whose magnitude has grown over the years despite the existence of a series of

measures to combat this phenomenon. Corruption is both horizontal, because no area is spared, and vertical, because all hierarchical levels are also involved; hence it is evident both at the level of agents and at that of high-placed executives. Corruption affects and corrupts democracy and political, economic and corporate governance and, of course, the socioeconomic development of Burkina Faso.

1053. Many studies conducted in various countries have indicated the extent of the phenomenon. The CRM noted the availability of reports on corruption in Burkina Faso (published annually since 2000 by RENLAC) that indicate the prevalence of corruption in different sectors of socioeconomic life, reports that show that the situation with regard to corruption is far from satisfactory. The reports focus on the overall analysis of the situation concerning corruption, on the incidence of corruption, and on events and actions to combat corruption. In addition, the UNDP report on human development in Burkina Faso as at 2003 developed the theme of corruption and human development. The report, which analyses the different aspects of corruption in Burkina Faso and the control strategies relating to corruption, once again reveals a poor image of the situation regarding corruption in the country.
1054. However, it should be noted that, even though corruption is rampant, the majority of Burkinabe regard it as wrong and reprehensible and as something that must be eradicated. Faced with this situation, the state is trying to fulfil its obligations. Therefore:
1055. In the field of **legal action to combat corruption**, Burkina Faso has acceded to, signed or ratified various instruments, namely:
- the AU Convention on the Prevention and Combating of Corruption, ratified on 31 March 2005;
  - the UN Convention against Corruption, ratified on 31 March 2005;
  - the UN Convention against Transnational Organized Crime, ratified in May 2002;
  - the WAEMU Code of Transparency, adopted in May 2001;
  - the WAEMU Treaty against Money Laundering, adopted in November 2002;
  - the ECOWAS Convention against Corruption;
  - the National Policy Document on the Combating of Corruption, adopted by the Council of Ministers on 19 May 2006;
  - the codes of ethics (some of which are currently being adopted) relating to the areas of general administration, finance, education, health, defence and security; and

- the declaration of property by political leaders.
1056. In addition, the regulatory framework pertaining to the prevention or repression of corruption can be traced directly or indirectly to various fundamental or basic texts: the constitution, the criminal code, the electoral code, the law on the financing of political parties, the legal regimes applicable to jobs and public officials, the tax code, the customs code, the rules governing the organisation of competition, the code of advertising, and so on.
1057. At the **institutional** framework, bodies involved in combating corruption in Burkina Faso include mainly: (i) the IGE; (ii) technical inspections of corporate services; (iii) the Audit Court; (iv) the CNLF; (v) the CNE; (vi) the HACLC; (vii) the ASCE, which consolidates some of the services mentioned above; (viii) the National Assembly; and (ix) the High Court of Justice. Some state institutions – such as the services body responsible for general inspections and that in charge of control and support, the Directorate of Financial Control, and the IGF – have also supported the fight against corruption. To these must be added CSOs (such as RENLAC), which are very active in the fight against corruption.
1058. If there is something regarding which the state seems to have made an effort it is the creation of institutions to fight corruption. However, despite the multiplicity of such institutions, it must also be noted that their strategies and actions for combating the scourge of corruption are ineffective. These institutions do not have enough resources and their lack of independence does not allow them to act effectively in combating corruption. The politicisation of the administration is a further problem adversely affecting their smooth operation. The implementation by the HACLC of a policy of zero tolerance of corruption is highly necessary.
1059. For its part, the CNE has prepared a draft code of ethics for the fields of education, health, general administration, financial administration, defence and security. Similarly, the HACLC endeavours to disseminate codes of ethics. In addition, with regard to companies and public agencies, the IGE intervenes on the basis of a procedures manual that is in conformity with international norms and standards.
1060. With regard to fraud and smuggling, it should be noted that Burkina Faso shares borders with six ECOWAS countries and uses the same currency as five of its neighbours. This situation makes the phenomena of fraud and smuggling difficult to control. These acts are perpetrated mainly with regard to various products such as medicines and food (including sugar), but also tissues from distant countries. In February 2008, the government launched a programme for verifying imports in order to improve the collection of customs revenue, to ensure quality control in respect of imported products, and to support the technical services of the customs administration and those in charge of trade.

1061. The CRM is well aware of the extent of corruption in Burkina Faso, of the danger that it can pose for peace, civil harmony and civic ethics, and of the braking effect that it can exercise on harmonious development and on the sustainable prosperity of the country. It is also aware that the fight against corruption is a struggle that concerns all components of the nation. Consequently, the APR Panel thus calls on the government, civil society and the private sector to engage in broad dialogue with a view to implementing a sustained and concerted strategy in this area. This will require bold steps and social commitment both at a high level of government and at other levels of management in state institutions. Given the above situation, the seriousness and scope of the problem, and the adverse consequences that may result from corruption in the areas of political, economic and corporate governance, and of economic and social development, the APR Panel would like to propose to the authorities the recommendations presented under Chapter Three and Four on this issue, insisting in particular on the need to implement an effective policy of zero tolerance against corruption at all levels of political, economic and social life.

## 7.5 Land use planning

1062. The construction of the Burkina Faso of tomorrow by the year 2025 requires a reconfiguration of space in terms of its potential, and especially in terms of the projected future. In this context, the issue of land management takes on its full meaning. However, there are certain issues and challenges regarding this arrangement. Among these are the following in particular: (i) the high population growth, which should be regulated; (ii) the continuous pressure on arable land (Such pressure tends to cause the land to deteriorate, particularly in the case of cotton farming, which is a destructive culture. Cotton farming exploits the soil as with the mining of a mineral deposit and moves according to the damage caused to the soil. Furthermore, it is known that the use of fertilizers does not solve the problem of land preservation.); (iii) external and internal isolation; (iv) under-urbanisation; (v) the land issue; (vi) decentralisation that still needs to be consolidated; (vii) the ambiguities in the agricultural development policy; (viii) the proliferation of projects designed according to the logic of donors (which are often poorly integrated into a national approach and have no connection with regional programming); and (ix) the weight imposed by the historical shaping of the economic space and of the national territory.
1063. These initial findings are enough to clearly show that the basic problem of Burkina Faso in terms of land use is linked to sustainable development. The question, however, is: what kind of changes must be implemented to ensure that the mode of development becomes sustainable? Added to this are other important factors that have a major influence on land use planning. The central position of the country in the heart of West Africa is certainly an asset, but this also gives rise to challenges. Such challenges arise in terms of external and internal opening up and of the need to establish or strengthen an effective urban network.

1064. On the domestic front, the country's geographical isolation plays a blocking role with regard to agriculture. Without a perennial road or track, a farmer is condemned to rely on self-consumption. To produce for the market requires one to take the produce from the field to the market. However, this is a serious problem in the region of *Boucle du Mouhoun*. The country presently has 2,900km of tarred and modern earth roads, and 108km of good roads serving an area of 10,000km<sup>2</sup>, which corresponds to a theoretical grid of more than 200km in distance. If one considers that a modern road can adequately serve a strip of land 10km wide on each side of the road, we obtain a surface area in the order of 58,000km<sup>2</sup>, or 22% of the country, that can potentially be served, which is still relatively small despite the ongoing efforts.
1065. As regards urbanisation – which is among the problems to be solved within the framework of land use planning – the percentage of the urban population in relation to the total population stood at 20.5% in 1996 and at 22.6% in 2006. However, the level of urbanisation cannot be measured only according to the percentage of the urban population, for we must also take into account the spatial arrangement of cities and the rate of territorial cover. Today, there are only two cities that can be regarded as cities in the true sense of the word, with most of the others still in the transition stage of becoming urban areas. If one considers that the radius of activity of Ouagadougou is of the order of 70km and that of Bobo-Dioulasso 35km, we obtain an area of urban influence of 19,000km<sup>2</sup> (15,000km<sup>2</sup> for the first and 4,000km<sup>2</sup> for the second), that is, 7% of the territory. What must now be borne in mind is that cities are essential for agricultural transformation.
1066. With regard to the land issue, there are still important issues that need some clarification. In fact, we have witnessed the strong return of custom and of leadership by chiefs (issues that were fought during the revolutionary period) and the occurrence of widespread urban speculation while maintaining the principles – but also retaining the original ambiguities – of the RAF, both of which fuel the unhealthy context of ethnic withdrawal to the countryside. The uncertainty surrounding the RAF weighs heavily on all aspects of economic and social life, for the country is predominantly an agricultural one.
1067. Like all countries in West Africa, Burkina Faso has embarked on the great project of decentralisation. However, decentralisation often involves the transfer of costs, without there being the means to bear these costs. Moreover, decentralisation does not yet have real substance. This lack of financial means in particular is the main obstacle to the well-balanced development of the region, in harmony and in conjunction with other components of the national territory.
1068. The new agricultural policy relies on the 'new actors' to transform the countryside. They are expected to set a good example for the peasants, who are deemed to be suffering from 'a terrible lack of professionalism' and who are in need of being trained by actors external to the rural world. The results of such a project are not guaranteed, for, in some places, there is already mistrust with regard to these newcomers, who are often accused of bringing land

speculation to the countryside, not to mention the fact that they may use cultivation methods that are even more predatory from the point of view of the environment.

1069. The majority of investment programmes are of foreign origin. This may prove to be an efficient option, provided that the state is in a position to ensure control and dual sectoral and spatial coherence. Failure to control the orientation of investment by way of a high level of coordination is likely to accentuate regional disparities, since ambient liberalism in a context of scarce resources will result in funds moving to a place where there is a better return, without taking into account other types of concerns.
1070. To these structural components of space we can add other constraints stemming from more recent human activities, constraints that are also likely to influence land management policies in Burkina Faso.
1071. Aware of these problems, the Burkina Faso authorities carried out a study in June 2007 of the SNAT for the territory of Burkina Faso. The basic principle of land management is that of national unity, which is clearly defined in the constitution of Burkina Faso. This implies both a unity of the law and of contracts throughout the country and for all citizens, as well as national solidarity among the different components of the people of Burkina Faso. At this level, there are two basic principles: equity and economic efficiency. Similarly, the search for regional balance remains a major objective of land management and is one that should be understood in the context of sustainable development. It is also an objective that applies within each region, with economic and demographic growth being adjusted to the ecological and human capital of each region in accordance with the principles of sustainable development.
1072. The master plan and regional patterns created by the authorities seek to answer these questions, taking into account the potential of each region. Apart from addressing the issues and challenges in the areas mentioned above (population growth, pressure on arable land, isolation, under-urbanisation, the land issue, decentralisation, agricultural development, the proliferation of projects of TFPs, and the burden of historical shaping), SNAT also tries to address other important issues such as industrial and mining policy. The most visible potential lies in the upgrading of agricultural and stockbreeding products, particularly cotton and food products.
1073. However, the major issue here is agricultural development, which raises the problem of irrigation and water management. Burkina Faso has significant underground water potential, which is a largely untapped asset. In addition, a priority is the enhancement of dips, for therein lies a great development opportunity. Small hydro-industry has a development potential of several hundred thousand hectares with a high yield. There is already an interesting project, with positive results, that is waiting to be extended widely. Low-ground projects should be ranked as a national priority, for the magnitude of the operation could reach 200,000 ha (over 20 years) devoted to crops with a

high yield and a high added value. This would jointly address the problem of food and income for peasant farmers. The development of low grounds is the main solution in the country. The major difficulties relate not to the technical operation itself, but to the conditions upstream (the issue of land) and downstream (the management of land and the marketing of products).

1074. The urban population accounts for only 20% of the total population. However, if one takes into account Greater Ouagadougou (not the city), the national urban population increases from 2,130,000 to 3,130,000, or to 29.1% of the total population. In other words, the rural areas continue to accommodate more than 70% of the population, a percentage that remains considerable. The annual average increase in the population growth rate at the national level is 2.9%, which reaches 2.63% in rural areas and 3.9% in urban areas (broadly defined). One should note the gap between the growth of Greater Ouagadougou, which is close to 5% (4.86% exactly), and that of other cities, which is 3.4%. What this therefore means is that the modest progress towards urbanisation is due solely to the capital city. Other cities are simply experiencing a natural rate of growth. The population increase in Greater Ouagadougou represents nearly 60% of the national urban growth.
1075. As regards industrial policy, the most visible potential lies in the upgrading of agricultural and stockbreeding products, as mentioned above. Burkina Faso, which started off timidly with small units, can, taking into account its central location in West Africa, advantageously promote such an approach to industrial development to meet both its own needs and those of foreign markets in the subregion. In addition, the SNAT should allow Burkina Faso to reconfigure its national space, with an appropriate positioning of its industries, in order to develop the multi-polarity of growth centres.
1076. Furthermore, the issue of the railroad should be raised. The current railroad system has seen the abandonment of the section at Kaya, resulting in the closure of stations and a decline in passenger traffic. It is paradoxical, to say the least, that, in a landlocked country where the issue of transport is crucial, the value of the main structure in place is underestimated.
1077. On the basis of the different avenues explored in this report, it is clear that most of the areas can be taken care of either by way of sectoral policies or crosscutting programmes. As part of land management, the state – in its mission of providing guidance, leadership and coordination in respect of development policies – should prioritise and integrate all these proposals and give a spatial coherence to them. It is particularly recommended that clear policies be developed with regard to the following:
- the regulation of the population, reproductive health and the training of women;
  - urban land on the one hand, and rural land on the other, with the state effectively ensuring the control of both land markets;

- institutional reform, including the decentralisation of districts and regions (this particularly concerns governors, who should ensure that there is a competent authority with regard to land use planning);
- the method of involvement of TFPs in financing, thereby addressing the need for consistency and continuity in compliance with national procedures, in accordance with the principles of the Paris Declaration on aid reform, and with regard to a process of sustainable development; and
- the establishment of a multi-polarity of growth centres that are judiciously located so as to begin a new reconfiguration of space for the construction of the Burkina Faso of the year 2025.

## 7.6 The training, upgrading and involvement of the youth

1078. According to the 2006 census, more than half of the population of Burkina Faso (numbering 13,750,258 inhabitants) was less than 20 years old in 2006, with nearly 70% being between the ages of 0 and 35 years. As noted by the Ministry of Youth and Employment,<sup>66</sup> this component of the population “deserves to be taken into account in all development projects and programmes...it is now urgent to involve young people in democratic life, in decision making and management of the city”. Despite the youth being considered at the governmental level, the challenges for the young people of Burkina Faso are enormous.
1079. First, there is the issue of employment. Of the unemployed people of Burkina Faso, 70% are below the age of 35. The majority of jobless youths are first-time job seekers. Secondly, while unemployment is an urban phenomenon in Burkina Faso, with high concentrations of unemployed youths in the two largest cities, Ouagadougou and Bobo-Dioulasso, the phenomenon of underemployment is also a major challenge, especially in rural areas where about 40% of young people are underemployed.<sup>67</sup> Thirdly, the education system in Burkina Faso does not mould the youth according to the skills required to succeed in the job market, particularly with regard to technical and vocational training in fields such as electricity and mechanics, new information technologies, cabinet making, tapestry work and woodworking. In addition, over 150,000 young people work in Burkina Faso as apprentices, often in insecure working conditions resulting from the lack of contracts, a lack of coherent pedagogical methods, a lack of qualified trainers, and the absence of adequate social support for apprentices, many of whom are young

<sup>66</sup> Ministry of Youth and Employment document entitled *National Youth Forum* (third edition), with the theme ‘promoting the sense of civil responsibility and patriotism in youth for sustainable and participatory development’, page 3.

<sup>67</sup> Ministry of Youth and Employment, communication on the theme ‘youth and employment in Burkina Faso’, presented by Frédéric Kabore, director-general of employment strategies and programmes.



boys and girls.<sup>68</sup> Finally, the CRM has noted a deficiency in terms of entrepreneurial spirit, with few young people being interested in, and capable of, being self-employed.

1080. *Policies and measures taken to meet the challenges.* The CRM has noted that the government of Burkina Faso is concerned with those issues pertaining to the youth that it is aware of. The steps taken in this regard include:

- The National Youth Forum established in 2005. This forum annually brings together high-level officials, including the president of Burkina Faso, and representatives of young people around an issue that concerns the youth. The three most recent forums have addressed issues raised by the youth, including rural electrification, entrepreneurship and access to credit, and training for young people. There has also been private-sector participation in the discussions. In response to the first forum, the government created the Ministry of Youth and Employment.
- A new government plan called the EFTP. This plan is the result of extensive consultations between the government and financial, technical and social partners. The implementation of this policy requires special attention being devoted to the following: (i) the branches that will promote local economic potential, with a particular focus on sectors such as food processing and construction; (ii) the adoption of an appropriate status for training centres and schools, with the latter requiring a special effort with regard to the renewal of equipment; (iii) the establishment of functional links between the various branches of education, as well as the issue of equivalence in relation to the various types of training; (iv) expansion of the categories of teachers in the EFTP sub-sector; (v) the rational and efficient use of teachers; and (vi) the pooling of material resources for training centres and schools. The operationalisation of these action plans will occur between 2009 and 2015.

1081. The CRM commends the initiatives taken by the government, particularly in the fields of training and the exchange of ideas on the future of the youth. The major challenge that lies ahead is to focus on the implementation of government programmes for the youth, and specifically in the areas of youth training, access to credit and entrepreneurship.

1082. The CRM also commends the initiative of the president of Burkina Faso in holding an annual forum with young people, thus enabling him to listen to the growing forces of the nation. This encourages the authorities to reinforce their efforts to involve the youth in decision making and implement relevant policies that will benefit the progress of the country. In this regard, young people have expressed some concerns. They have indicated that they are not entirely satisfied with the conduct of forums owing to the fact that they, to some extent, do not understand the choice of their representatives. Moreover,

<sup>68</sup> Ministry of Secondary, Higher Education and Scientific Research, 2007, formulation of the EFTP, diagnosis document, November.

they state that the forums run the risk of becoming ritual events without many tangible results. The CRM once again encourages the authorities to take into account these concerns and appeals stemming from the youth of Burkina Faso.

## **7.7 The issue of gender and gender equality in Burkina Faso**

1083. Women constitute the first and vast majority of the population in Burkina Faso. No actions in the short, medium and long term can ignore this reality, a reality that will be inevitable for a long time to come. The development potential of Burkina Faso lies, first of all, in its women, who constitute the keystone of the family and of agricultural production. They are also key actors in others spheres of the nation's life.
1084. As mentioned in Chapter Three and Six, Burkina Faso has ratified a good number of international and regional conventions on the rights of women. By adhering to these instruments on women's rights, the Burkinabe state has become a bondholder that has pledged to create and maintain a favourable framework for the promotion of a legal arsenal, institutional machinery and planned programming in all sectors of national reality with a view to providing the Burkinabe people, both men and women, with equal opportunities in terms of access and action, and with a view to assessing the effects of these actions on these two groups. In other words, the Burkinabe state is under an obligation to do all in its power to protect the human dignity of women and to ensure that they enjoy their rights.
1085. In the area of women's rights, some well-known actions have been initiated and considerable efforts have been made. However, a good number of instruments are ineffective because of a lack of domestication, a failure to sign implementation orders, a failure to establish the non-legal operationalisation infrastructure, or a lack of political commitment. Despite the significant efforts that have been made to ensure the enjoyment of civil, political, economic, social and cultural rights by women in Burkina Faso, it has been observed that very few women are aware of the existence of their rights, much less enjoying them. The problem in this regard is the timidity of the political will to question what have been referred to here as socio-cultural constraints, as well as the illiteracy that disproportionately affects women – with about 80% of young girls and women over the age of 15 years being illiterate.
1086. As in the case of participation in Burkina Faso in decision making generally, presence in the political arena, the holding of nominative posts, the holding of election mandates, and access to land are men's privileges. To this must be added the fact that women have to perform highly onerous chores, and, what is more, have no control over the fruits of such labour.
1087. The level of participation of women in decision making is rather low. Of the 359 mayors in the country, only 19 (or 5.29%) are women, and this despite the fact that 35.9% of municipal councillors are women. In the last Parliament, 17 MPs out of a total of 111 (or 15.30%) were women. There are five women in

the government, three women out of a total of 13 (or 23%) exercise the functions of governor, and five women are high commissioners, making a total of 45 (11%). The country has three women ambassadors out of a total of 25 ambassadors (or 12%). Such data confirms that Burkina Faso has not yet attained the objective of 33% female representation on decision-making bodies.

1088. Despite the progress recorded recently with regard to the primary education of girls, imbalances persist to the detriment of girls in secondary and higher education. In a country where women constitute the primary and largest majority, the political, economic and social consequences of these gender imbalances and inequalities will constitute real impediments to the realisation of the vision for 2025, as well as to all the efforts aimed at ensuring sustainable human development.
1089. The CRM believes that these persistent imbalances and inequalities that are detrimental to girls and women can be reversed only through multipronged actions focused on the institutional, political, economic, social, cultural, mental and psychological structures that create and fuel these gender imbalances and inequalities. These multipronged actions should make use of the legal and regulatory framework; of concrete promotional, sensitisation, empowerment and support actions; and of intercultural exchanges through public authorities and non-state entities. Among these entities are associations and CSOs, as well as traditional opinion leaders such as traditional chiefs and religious leaders. All of these have a vital role to play in analysing social transformations, discouraging certain practices while encouraging others, and transmitting some experiences and knowledge in order to fuel and promote certain trends.
1090. In the light of the foregoing, the APR Panel recommends to the Burkina Faso authorities and all other stakeholders that, in addition to the legal and institutional machinery, the establishment of a national environment that enables women to be informed actors and beneficiaries of development by strengthening their capacity through equitable access to health, education, financial resources and work, be accelerated. This must be done without delay, with each stakeholder carrying out the necessary actions in its respective area and at its respective level of responsibility. The issue of access to land by women, notably widows, should be given special attention by the authorities.
1091. Finally, the APR Panel believes that, with regard to the participation of women in decision making, positive discriminatory measures (such as the introduction of a quota system at all levels of management of public affairs) should be adopted in order to intensify the participation of Burkinabe women in national life. These measures could target primarily the deliberating bodies of the country, starting with the National Assembly.

## 7.8 The diaspora: sustainable development factor

1092. The characteristics of the Burkina diaspora, already strongly stressed in the previous development of the report as a residual effect specific to the frustrated process of training of the state/nation, are factors inclined to increase the endogenous capacities supporting global and sustainable development.
1093. In this regard, it is necessary to observe that the number of Burkinabe abroad is estimated at about 8 million people. The exceptional weight of the diaspora compared to the general total population of the country – nearly two-thirds in proportion – is therefore in itself an exceptional phenomenon at the level of the African continent. In a still more exceptional manner, the easy migration of the Burkinabe is highly accompanied by a feeling of profound attachment to the native land. The extreme level of attachment of the Burkinabe diaspora to the ‘motherland’ – and its dynamism and inferiority if appreciated at the level of the entire region and in all areas of activity – is a powerful vector for accompanying all the strategies and policies geared towards the general objectives of SHD and the opening up of Burkina Faso.
1094. The contributive effort of the diaspora is, from this point of view, eligible to various economic, social and cultural declensions, and is capable of acting as a lever for the potentialisation, aggregation and adjustment of energies focused on growth, the fight against poverty and sustainable development. Given its complexity, the entire process needs to be orchestrated in an appropriate and pertinent manner so that it can serve as an additional lever to enlarge the spectre of policies geared toward the central objective of ‘opening up’ Burkina Faso through the inclusion of the ‘diaspora subspace’. In fact, the latter should be conceived and called upon as a virtuous circle with all the externalities for positively subverting the isolation of the typically geophysical and natural space.
1095. It is, therefore, up to the government to strive to consider very carefully this nodal perspective, and work actively on developing an explicit operational strategy, all in close consultation with all national stakeholders. Similarly, the other organised actors (private sector, civil society) should also play their role in the integration of the Burkinabe diaspora with the resources at their disposal (human, know-how, material and financial) in the construction of the nation and the development of the country. If, until now, the Burkinabe diaspora has been playing this role alone (which is still positive), it is necessary to encourage it to do so in a more organised manner. The country should also create for it a fruitful institutional framework to ensure that the return of these resources serves as a contributing factor for the construction of the sustainable development of Burkina Faso.
1096. Concerning financial resources, recent statistics indicate that funds transferred from the diaspora currently amount to CFAF 50 billion per annum, or one-third of the total amount mobilised during the past two decades. In the majority of cases, investments by the Burkinabe outside the country are

mainly in the area of real estate. However, these resources may also be directed towards other sectors, and through productive and promising channels.

1097. The existence of the immense development potential represented by this diaspora in the minds of the authorities is expressed notably by efforts in the development of migratory policies under the responsibility of the CNP, and the creation of the CSBE. It is within this framework that one should hope that the implementation of this policy will give a concrete boost to promote the full participation of the Burkinabe abroad in the economic, social and cultural development of their country.

## 7.9 Legal insecurity in the rule of law

1098. The current debate in Burkina on the electoral list poses a basic problem: the birth and death registry, and the legitimacy of state institutions. In any case, and whichever the country concerned, democratic institutions cannot claim solid legitimacy in case of doubtful statistics on the number of individuals who had confidence in them. The figures on which the Burkina state bases its estimates are from the 1986 general population census; the results of the 2006 census, which estimated the population at 14,196,259 inhabitants, have not been made official or public yet. It is the issue of the reliability of data that singularly constitutes the subject of the entire debate. Indeed, the figures provided by the authorities indicate that only one-third of births are declared.
1099. According to the initial indicators of the general population census, out of a total population of 14,196,259 inhabitants, the number of people with birth certificates is 8,387,659 for a birth registration rate of 59%. This rate could fluctuate downwards given the fact that it is based on births declared by the health staff. Yet, when one takes into account that 80% of the population lives in the rural areas (see Chapter Four) where deliveries in health centres are insignificant, it can be estimated that instead of four, more than five out of 10 Burkinabe are not registered at the birth and death registry. What is more, the civil status law limits the period of declaration of births to only two months, pushing a great number of people beaten by the deadline to resort to the difficult temporary birth certificate procedure.
1100. As it has signed and ratified international instruments committing it to ensure the tranquillity of its citizens, the Burkinabe government should provide a minimum legal protection of the individual to make him or her a citizen. This presupposes a protection of the rights of individuals against arbitrary decisions and the enforceability of public authorities. These rights include the right to a legal identity (act of civil status), which makes the individual a particular being by conferring on him or her rights as well as obligations. Also, real citizenship is only acquired through a legal act, which helps individuals to exercise their rights and assume responsibility for their acts in case of encroachment on other people's rights and violation of the law.

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1101. In the absence of an identity, the individual cannot move around freely (freedom of movement), nor exercise his or her voting rights (right to vote), nor establish a trade or create an enterprise (freedom of entrepreneurship), nor have access to basic social services (education, health, water and electricity), nor accede to or acquire property (request for a title deed, inherit property), nor open a bank account, nor find a job (right to work) or even legally form a union (right to marry). Indeed, freedom of movement can only be effective if the person enjoying it exercises this right without any impediment from the public authorities. Without an identity card, one cannot move about freely. Similarly, the freedom to do business is also impeded in the absence a legal identity: before establishing a trade or creating an enterprise, registering a company, asking for a bank loan or micro-finance, or simply getting integrated into the formal economic sector, one needs an identity card.
1102. To ensure free enjoyment of civil and political rights, civil status also constitutes an obstacle. Without a legal identity card, the Burkinabe cannot register on the voters' register with a view to exercising their right to vote. Only a minority of Burkinabe having attained the voting age would be issued with an identity card, despite the admission of eight types of documents (including temporary birth certificates, family record books, etc.) for registration on the voters' register. Obtaining temporary birth certificates requires the mobilisation of human, technical and financial resources which the state is not ready to provide.
1103. Access to property, particularly arable land and real estate, is also hampered in the absence of a legal identity. The stakeholders raised the issue of women and children who have no access to land because they have no identity documents. The same goes for access to basic social services, which is also made difficult in the absence of legal identity documents. They also expressed frustration at being unable to register their children at school because of the need for a birth certificate, which most of the populations are deprived of, especially in rural areas. The same is true with regard to access to electricity and access to care in some health centres. The right to work is also hampered by the lack of a legal identity. The offer of a job is conditional on the presentation by the applicant of an identity card containing information to facilitate the verification of the applicant's police record and of his or her registration with the social security scheme. This is a legal requirement that is legally sanctioned.
1104. Certainly, the civil status act constitutes an inalienable right of the human person. It is then the responsibility of the state, as regards its commitments to international instruments on the protection of human rights, to take all appropriate measures to ensure the full guarantee so that each Burkinabe can have a legal identity. It is true that Burkina Faso makes no major distinction in this field compared to some African countries.
1105. In addition to the current system of identification with the automatic chain of the National Identification Office, materialised by the use of mobile kits adapted to the rural areas, there is still extreme urgency for the public authorities to implement a massive policy to curb this phenomenon. The

policy would consist of: (i) organising the mobile courts; (ii) establishing special civil status centres in hospitals, maternity homes and other public and private health facilities; (iii) extending the deadlines for declaration of birth from two to six months; (iv) implementing a programme on sensitisation and training of the populations on measures to be taken to have their regular civil acts established, and the sanctions to be imposed on accomplices and beneficiaries of fraudulent acts; (v) computerising the services that manage birth certificates and temporary birth certificates; and (vi) employing better trained agents at the birth and death registration offices who have better professional abilities and irreproachable morals, as well as providing them with good working conditions and incentives that could protect them against temptation by providing them with adequate resources for accomplishing their mission.

### 7.10 The issue of e-governance

1106. Burkina Faso is a landlocked country. This is a fact, but a fact that tends to conceal another reality, which is nevertheless equally striking, namely Burkina Faso's geographically central position in West Africa. This means that if the country were to succeed in maximising the spin-offs of this central position, it would reduce to the minimum the effects of its isolation. Indeed, from Burkina Faso, it would be easy to reach, both physically and virtually, many other destinations in several other directions.
1107. It is within this macro-framework that the national cyberstrategy of Burkina Faso seems to be incorporated, with the aim of such strategy being to find a strategic solution, based on the vision for 2025, to some of the current problems that are giving rise to global isolation and are hampering the regional and international influence of Burkina Faso. The national cyberstrategy, in devoting two of its six strategic objectives to "good governance and mobilisation" on the one hand, and to "improvement of the rule of law" on the other, seems to be conferring on these two objectives a place of choice. The steering pins resulting from the governance concerns retained under these two objectives are aimed at: (i) creating conditions for reducing the operational expenses of the state and improving transparency, productivity, the quality of services, the pertinence of decision making and social mobilisation **at the level of the objective on good governance and social mobilisation**; and (ii) realising the modernisation of the legal apparatus, the improvement of education of the electorate and transparency of the electoral system, and facilitation of access to public information **at the level of the objective concerning reform of the rule of law**.
1108. The concerns covered under these two objectives relating to governance are confined mainly to the attainment of the following objectives: (i) greater efficiency in order to reduce the internal transactions of public administrations; (ii) greater efficiency of administrations in terms of decision making by the public sector and of its capacities to mobilise populations; (iii)

greater efficiency of the judiciary and its internal entities; and (iv) greater access to public information.

1109. The link between better technology – even when it has the potential to produce more informed decision making – and better governance is not automatic. Consequently, there is a need for an affirmed desire to exploit, in the service of governance, opportunities, coupled with rapidity, cost reduction, the publication of information and access to information, offered by ICTs. In this respect, the objectives and aims contained in the national cyberstrategy of Burkina Faso are commendable and are an indication of a voluntarist policy on the part of the Burkinabe authorities.
1110. Taken individually, however, these objectives are inadequate for the implementation of e-governance. Apart from efficiency and the reduction of costs, e-governance requires the creation of material and non-material conditions favourable for the enhancement of democracy, the political process and public administration through greater transparency and the imputability of public authorities and administrations, coupled with an increase and improvement in participation and advocacy on the part of citizens and taxpayers.
1111. The CRM believes that the Burkinabe national cyberstrategy, as presented today, is silent on how the Burkinabe state intends to use ICTs to increase, enhance, deepen and improve the democratic processes. The state, through its national cyberstrategy, limits itself to e-government instead of e-governance, which would contribute substantially to expanding the national political space by transforming the Burkinabe democratic pursuit into a participative experience.
1112. The APR Panel recommends to the government that the Burkinabe national cyberstrategy be reviewed in order to capitalise on its governance dimensions and thereby transform it into a real e-governance strategy. Furthermore, it is recommended that this be done by: (i) creating the conditions for participation by citizens in new ICTs and in decision making that is more direct and more open so as to promote the greater influence of citizens on the results expected from the policies, with the understanding that greater involvement by individuals will result in more participative and internalised policies for the citizens; (ii) putting in place institutions and procedures to facilitate the enjoyment by all citizens of the right to information; (iii) enhancing transparency and imputability in respect of all practices and processes that occupy the public space; and (iv) keeping the government within the proximity of the consent of the governed, thereby enhancing political legitimacy.



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## CHAPTER EIGHT

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### 8. GENERAL CONCLUSION: CONSTRAINTS, RISKS AND PROSPECTS

1113. This Burkina Faso assessment exercise made it possible to highlight the strong points and weaknesses of the governance system. Consequently, each objective ends with recommendations. The commitment of the authorities, the institutional provisions and strategies that have been, or are being, put in place, and the natural and social assets of the country together open up prospects of hope. The APR Panel acknowledges the true value of all the determined efforts being made by the authorities of Burkina Faso to meet the challenges of constructing an emerging Burkina Faso, as well as the challenges of democratisation and the SHD process.
1114. Nevertheless, it is the duty of the APR Panel to draw the attention of the Burkinabe in general, and of the authorities of the country in particular, to some constraints or risks that may impede the implementation of the action plan and progress towards the construction of an emerging Burkina – constraints and risks to which the country should pay attention and, in so doing, find lasting solutions so as to accomplish its development with the participation, and for the benefit, of all stakeholders. There is no doubt on the part of the leaders and stakeholders met by the mission regarding the desire of each and every person to move ahead by improving the efficiency of the governance system in its various dimensions. However, this determination should be effectively translated into eliminating the constraints, some of which could even constitute risks. That is why the APR Panel wishes to conclude this report with a brief analysis of constraints and risks to the improvement of development and governance and of the prospects open to the Burkina Faso of tomorrow, given its assets.

#### 8.1 Constraints

1115. Some of the significant constraints and risks include the following:

**(1) At the political level**

- The lack of separation and real independence of the constitutional powers, as a way of consolidating democracy and political governance.
- The omnipresent weight and domination of the majority, which seems to ‘block’ the democratic system and stifle multiparty politics. Despite the stability of the institutions, this is creating flaws in the political dialogue.

- The lack of confidence in the justice system and the difficulty that the greater masses experience in accessing such system, due to its high cost and geographical distribution.
  - The inefficiency with which the control function is exercised by the responsible institutions and bodies, a weakness that creates in the minds of the public a feeling of complicity of the leaders in the poor governance, the lack of accountability and especially impunity.
  - The preponderance of the Executive in the entire governance process of Burkina Faso, a preponderance that makes the other powers not only less autonomous and independent, but also makes them look like implementing or accompanying bodies of decisions of the Executive.
  - The inadequate participation of the private sector and the civil society in the major stakes, owing to their weak capacity to participate effectively in taking decisions due to their weak foundation in social realities and their relative weight in economic growth.
  - Corruption, which affects both the political sphere and the administrative machinery, and which is developing in the society and in the economy like a gangrene that is eating away the system of governance, and this in a context of relative impunity. This threat also manifests itself at the level of economic constraints and risks.
  - The low level of motivation of senior officials of the administration owing to their low level of remuneration, and the politicisation of the public service, also constitute a constraint to be eliminated as soon as possible given its effect on the mechanisms of corruption and its adverse consequences on the efficiency and productivity of the development tool, namely the public administration.
  - The process of fissuration of the confidence between the leaders and institutions of the republic on the one hand, and the population on the other. This contributes to weakening the efforts aimed at consolidating democracy and improving political governance.
1116. The authorities have initiated a series of reforms, launched or innovated in the development strategies, and put in place mechanisms to adequately guarantee for all citizens the rule of law, security and tranquillity, dividends of democracy, political stability, as well as economic and social development. It is within this framework that one should understand and place the institutionalisation of the forums between the head of state and/or the government and the different stakeholders, the programmes on reform of the justice system and the public service, the decentralisation/deconcentration, the control mechanisms and arrangements, the fight against corruption, etc.
1117. Moreover, Burkina Faso has an old tradition of dynamism of the associative movement. This is a testimony to the active and mature desire for participation

on the part of stakeholders (i.e. the major segments of civil society, as well as the private sector) in the political, social and economic construction of the country of tomorrow and the democratisation of the development process. In other words, the conditions for ensuring greater participation exist in Burkina Faso, since civil society is already reasonably active in, and committed to, the defence of human rights and the improvement of the living conditions of the poorest social groups. Besides, development partners are providing increasing support for actions aimed at strengthening the capacities of credible civil society organisations.

1118. However, these mitigating factors, and the forms they take, do not deny the existence and reality of these constraints, which may, as a result of frustration or a fortuitous event, get out of hand and be transformed into some form of crisis or another. The APR Panel calls on the Burkinabe and the authorities not only to maintain a mere watchful vigilance, but also to provide appropriate responses and solutions to bring about the necessary change.

## **(2) At the economic level**

- Increasing inequalities at the social level, despite sustained growth of about 6% over a long period, constitute yet another constraint/risk. In fact, an observation made is that, despite an economic situation that is currently improving on the whole, progress registered at the microeconomic level has not succeeded in significantly reducing the incidence of poverty, which is becoming another constraint and a major development challenge for Burkina Faso. Sustainable growth without sharing or improving welfare, and without the significant creation of jobs, develops a sense of social frustration. It remains a source of resentment and rancour at the socio-political level and creates the 'great social deficit'.
- Regional or geographical inequalities are also on the increase. For instance, the cumulative differences between cities like Ouagadougou or Bobo-Dioulasso and the hinterland can lead to the development of a political perception not only of general regional exclusion of the rural areas from the economic advantages of growth, but sometimes also of ethno-cultural groups that correspond to these geographical areas. This sentiment was clearly perceptible during the meetings of the mission with stakeholders, particularly in the West, North-West and the East of the country.
- The narrow growth base and vulnerability of the economy of Burkina Faso associated with the existence of a mono export crop poses a challenge to the country to diversify its sources of economic growth, which are based mainly on cotton and the tertiary sector.
- The low level of contribution of the primary sector to economic growth, and the place of the sector with regard to such growth, is a further constraint. Since the majority of the population (80%) is involved in this sector, a majority is therefore condemned to live on a quarter of the

national wealth created annually, and this despite the national transfers from the state through subsidies for education and health.

- A further constraint/risk is insufficient productivity and the low level of effectiveness of public expenditure. As a result of this, the budgets executed and expenditures incurred do not necessarily produce the concrete results expected, nor do they guarantee the distribution of the socioeconomic dividends envisaged. Such a situation is further aggravated by the climate of corruption, the weakness of the public control function and a lack of accountability. The law of settlements should encompass a system of accounting for effective realisation and not be confined solely to reconciliations between expenditures effectively incurred and estimated expenditures.
  - The environmental constraints and risks in a Sahelian country form part of this category. The vagaries of the weather always constitute a serious threat and constraint with regard to the future economic situation. Thus, desertification, drought, excessive rainfall at times, and deforestation as a result of poverty can quickly change the economic face of the country and disrupt the results of the most pertinent economic strategies and policies. This constraint is also associated with the risk of a set of climatic changes that may accelerate the warming of the Sahel region and lead to an encroaching desert, thereby annihilating every development effort of the country.
  - The authorities are quite aware of these risks. In fact, the strategies for developing and implementing the Burkina Faso 2025 vision, the versions of the PRSF, the sector strategies, the reforms and modernisation in economic management and public finance, those of the public enterprise sector, and so forth are among the responses of the authorities to the risks and threats. The same applies to a number of institutional mechanisms put in place or being put in place.
1119. The authorities are quite aware of the majority of these constraints and risks. Among their responses to these are strategies for the development and implementation of the Burkina Faso 2025 vision, the versions of the PRSF, sectoral strategies, reforms and modernisation with regard to the management of the economy and of public finance, and reforms and modernisation pertaining to the public enterprise sector. Similarly, a number of institutional mechanisms have been put in place, or are in the process of being put in place, although the efficiency of these is not always guaranteed.
1120. The efforts and progress made with regard to the development of the agricultural and rural sector, stockbreeding, hydraulics, the environment and basic economic infrastructures notably are among the pertinent actions taken by the government and the country as a whole to respond to these constraints. These efforts and progress are expected to contribute to mitigating the said threats and their negative effects on the economy. Nevertheless, given the persistence of these constraints, the APR Panel would like to stress the need to

intensify the efforts and show unflinching determination, and a will to mobilise the populations on a path of qualitative change.

### **(3) At the social and cultural level**

- The population growth rate: the 2.9% population growth rate can only place a burden on access to resources – both those produced and those growing naturally in the Sahelian environment. It limits the capacity to redistribute the fruits of growth. The high demand for social services and economic dividends, as well as for administrative and security services, may not easily be within the capacity of public services offered by the government. This can only increase the ‘social deficit’. At the current rate of population growth, the total population will double in 25 years.
- The structure of the population: the latter is characterised by a high number of young people. It is estimated that those below the age of 15 years constitute about 48% of the population, with those under 35 years of age making up 67%. A population growth that occurs without job creation, but accompanied by unemployment and the precariousness of employment with a tendency to increased informalisation of the economy, represents a constraint, if not a threat, to the stability of the country. The youth of the population are a force of hope for the future of the nation and for the transformation of existing structures. In that regard, it should find its place in the present government’s planning for a sustainable future.
- The construction of emerging Burkina: the country will need more than half of the population, which is constituted by women, as responsible partners and actors. Despite the progress and efforts made in this area, the fact still remains that women, who represent the majority of the population (more than 51%), are still marginalised in the democratisation of development, particularly in decision-making bodies. To efficiently fight against poverty and ensure high and sustained growth, Burkina Faso needs to ‘walk on its two legs’ and ‘count on its two hands’. Moreover, this constraint has a political dimension, which should be taken into account, as women represent the majority of voters. Their economic and political weight should, therefore, not be ignored.
- Cultural constraints are also among the constraints that can impede efforts and progress with regard to reforms designed to improve the different components of the governance system in Burkina Faso. This is apparent in the relationships between society and nature, in the conception of the relationships between men and women and in the distribution of tasks among them, in the relationships between young people and adults, in the distribution of lands, in the relationships with the political authorities during elections, and in the modernisation processes and social changes.

1121. It appeared clearly to the mission that the Burkinabe authorities are fully aware of these constraints, threats and risks. The reforms undertaken at the legal and institutional levels, sectoral and thematic strategies at the economic

level, as well as the institution of specific forums for farmers and young people and the meetings with the private sector, are among the major efforts on the part of the government to manage, and even anticipate, such constraints. This helps to reduce the constraints, even if the expected results cannot yet be guaranteed and though the road ahead is still a long one.

## 8.2 Risks

1122. The country is facing external risks which it still finds difficult to control and which have consequences on its political choices:
- Risks associated with the environment
1123. The vagaries of the weather still pose a serious threat to the economic situation and future of Burkina Faso: desertification, drought, excessive rainfall at times, deforestation due to poverty, and so forth. They can quickly change the economic face and jeopardise the results of the most pertinent economic policies and strategies. Climatic change may accelerate the warming of the Sahel region and the advance of the desert, and, consequently, annihilate all the development efforts of the country.
- The soaring oil prices
1124. The soaring oil prices, coupled with the high cost of electric power, poses a serious threat to the future of the country and may mortgage its development strategies as well as the prospects for building an emerging economy. The economic and social repercussions of these soaring oil prices on the life of the citizens have already demonstrated their negative impacts in Burkina, with popular demonstrations against the high cost of living in February 2008. These demonstrations resulted in loss of life and destruction of property. The risks of socio-political destabilisation are, therefore, obvious, and the country should resolutely embark on the development of alternative energy sources, such as wind and solar energies and biofuel, and even nuclear, at the regional level with a uranium-producing country.
- The uncertain and volatile prices of cotton on the international market
1125. Cotton accounts for more than 15% of the country's GDP, constitutes a source of income for 2,000,000 people and contributes about 70% to export earnings. What affects this production on the world market seriously affects the present and future of the Burkinabe economy, and may become a source of economic as well as socio-political destabilisation.

## 8.3 Prospects

1126. These constraints and risks seem numerous and cover all the dimensions of the system of governance. This optimistic outlook is based on the proven awareness of the authorities and on the actions that they have undertaken and

are still undertaking to address these constraints and risks, and taking into account their capacities to overcome them, as long as they resolutely embark on the task. However, it is also based on the assets of Burkina Faso, despite the low level of its natural and human resources. It is useful to highlight some of these major assets on which the country should build and consolidate its progress towards an emerging economy in the heart of West Africa.

- (i) One of the major assets of Burkina Faso is its people and its confidence in its capacities. The faith in its capacities and the attachment to the country, including its diaspora, constitute an important source for the success of sustainable growth and the fight against poverty. There is a need to know how to mobilise this force in a clear direction for the construction of the future. The dynamism and working capacity of the Burkinabe, their sense of discipline, their modesty and patience, and their quest for rigour constitute a real asset for taking up the challenges.
- (ii) The visionary sense of its leadership, nourished by the legitimate ambition to change things and carry high the country's development torch. However, it should really translate into an enlightened vision and spearhead the transformations required to build the citizens' conscience and promote the rule of law, in order to increase labour productivity to achieve accelerated, high and sustained growth. Hence, the need for a logical framework or a systemic approach for articulating and federating the different sector policies.
- (iii) Although not in great supply, natural soil and subsoil wealth constitute an economic asset that should be developed with the appropriate know-how in order to make such asset the basis for funding the construction of an emerging economy. This wealth comprises the potential that lies in rain-fed agriculture, the lowlands, the development of silviculture, and the potential for stockbreeding, which has already turned the Burkina Faso of today, during periods of good rains, into an exporting country for agricultural and stockbreeding products. In this framework, it is important to commend the water-control capacity developed by the country over the years (dams, irrigation, etc.) and which has provided it with opportunities to generate hydroelectric power and to engage in fish farming in the middle of the Sahel. The subsoil also contains significant deposits of mineral resources, the discovery and exploitation of which have just started.
- (iv) Burkina Faso's geographically central location in the heart of West Africa; its heritage as a transit country; its status as a crossroad of commerce, culture and civilisation linking the north, south, east and west of the subregion. Its common borders with six countries of the region constitute an asset in terms of potential and opportunities for development in the subregion, and therefore its isolation should not be considered a handicap.

- (v) Other socioeconomic assets comprise: (i) the dynamism of the Burkinabe informal sector; (ii) the country's membership of regional, economic and monetary groups (WAEMU, ECOWAS, Liptako-Gourma, etc.); (iii) the dynamism of the associative movement; (iv) the youth and the dynamism of the population; and (v) the pride in cultural values, a pride that has transformed FESPACO, SIAO and the National Cultural Week into African and international cultural events.
  - (vi) An important asset of Burkina Faso in the region and in Africa is to be found at the diplomatic level. Indeed, at this level, Burkina Faso has become a hub in the resolution of subregional crises. The respect enjoyed by its leaders, the political stability of the country and the progress made at the economic and democratic levels no doubt underlie this successful diplomatic visibility.
1127. It is, therefore, the responsibility of the country in general, and of the authorities in particular, to build on these assets and overcome the obstacles presented by the major constraints to the country's development. This is a legitimate and realistic ambition in which everyone must believe and for which all stakeholders must be mobilised, particularly the bone and sinew of the nation. There should be an affirmed political will to federate Burkinabe citizens around a common goal of combating poverty, ensuring sustainable development and promoting the rule of law. This can be conceived around a **social pact** negotiated by all stakeholders – government, political parties, the private sector, trade unions, civil society, etc. – in the framework of a real national reconciliation.
1128. The stakes and challenges confronting Burkina Faso today call for a strong consensus around the most essential objective: laying the foundations for a modern and solid economy and a conscious and responsible citizenship. In a country where 80% of the population lives in rural areas – the majority of whom are illiterate and subjected to the yoke of conservatism – the leaders and elites have a moral and historical obligation to be the forces of change capable of uplifting the young generations and caring for the old. Burkina Faso has a future in West Africa and at the continental level, and this opportunity should be seized!

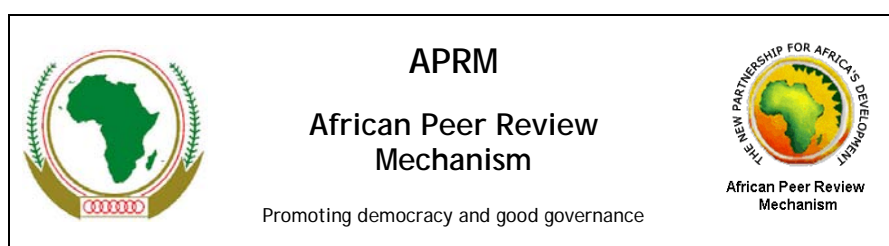


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## ANNEXURE I

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### NATIONAL PROGRAMME OF ACTION OF BURKINA FASO



### NATIONAL PROGRAMME OF ACTION OF BURKINA FASO

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1. Introduction
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7. Major risks
8. Conclusion
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  - Section I : Democratic and political governance
  - Section II : Economic governance and financial management
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  - Section IV: Socioeconomic development

## 1. INTRODUCTION

This national programme of action is based on the conclusions and recommendations made at the level of the different components of governance with a view to identifying the challenges highlighted by the national review report of the panel on Burkina Faso. It is in line with the approach adopted by the Burkinabe government to ensure rendering 'Vision 2025' efficiently operational. To that end, the general objective of the programme of action is to adopt and implement policies, standards and practices with a view to promoting political stability, high economic growth, sustainable development and accelerated subregional and continental economic integration.

The programme proposes that the government should strive, in close consultation with the other sectors (the private sector, civil society), to define the operational, sectoral and thematic priorities in order to concentrate on the activities and sectors more likely to produce tangible results in terms of development and poverty reduction.

The programme encompasses the period 2009-2011 and is organised around the following main points:

- Introduction
- Methodological approach
- Guiding principles and objectives of the programme of action
- Strategic orientations of the programme of action
- Funding of the programme of action
- Monitoring evaluation mechanism of the programme of action
- Major risks
- Conclusion
- Tables of the strategic orientations of the programme of action.

## 2. METHODOLOGICAL APPROACH

The development, consolidation and finalisation of this programme of action has been undertaken according to a participative process involving the government and institutions of the republic: the private sector and civil society (in particular farmers' organisations), women and the youth, and traditional and religious authorities – the objective being the promotion of accelerated growth and sustainable development through cohesion and national consensus.

That is why the method of cost assessment takes into account the stakeholders (notably those populations to be covered by the intervention), the nature of services to be provided to the beneficiaries and the different reference prices of each type of intervention.

The programme of action of Burkina Faso was developed after a strategic diagnosis carried out in relation to the different objectives proposed by the African Peer Review Mechanism (APRM), which identifies activities by their objectives, and specifies the actions required and the objectively verifiable indicators. Similarly, the agencies and institutions in charge of implementation, as well as those in charge of monitoring and evaluation of the development programmes and projects, are listed. The

implementation period of the programme (2009-2011) corresponds to the programming cycle of the APRM.

Finally, it should be noted that the programme is likely to undergo periodic amendments to take into account the implementation deadlines and trends of the socioeconomic and political environments, as well as eventual recommendations that could result from the periodic review of Burkina Faso within the framework of the APRM.

### **3. GUIDING PRINCIPLES AND OBJECTIVES OF THE PROGRAMME OF ACTION**

#### **3.1 Guiding principles**

This programme of action incorporates the following principles that will guide the activities of the government over the next three years and beyond:

- The programme of action takes into account the different areas mentioned in 'Vision 2025'.
- The difficult challenges posed by poverty reduction constitute the contextual framework in which the government defined its strategic orientation and its sectoral and thematic priorities for the coming three years.
- Promotion of good governance: there is a dialectical relationship between democracy, good governance and socioeconomic development. That is why Burkina Faso subscribed to the APRM. Indeed, democracy can only be consolidated if it is accompanied by an improvement in the living conditions of the majority of people. Good governance has both a political and an economic dimension.
- Ownership and leadership by the country are essential for efficient implementation of the programme of action.
- The programme of action is designed in such a way as to be open and to promote the participation of all the actors in its implementation.

#### **3.2 Objectives of the national programme of action**

The general objective of the programme of action is to adopt and implement policies, standards and practices with a view to promoting political stability, high economic growth, sustainable development and accelerated subregional and continental integration.

The general objective will be achieved through the following specific objectives:

- promoting democratic and political governance;
- promoting economic governance and financial management;
- promoting corporate governance; and
- accelerating socioeconomic development.

#### **4. STRATEGIC ORIENTATIONS OF THE PROGRAMME OF ACTION**

Development, in this sense, is increasingly seen as a global phenomenon based on various factors such as the economy, and the social, political, environmental, cultural and technological aspects whose combined changes should help to promote individual and collective well-being. The necessary convergence of the activities inherent in these areas cannot occur without good governance, which constitutes the driving force of the balances and regulations of production relationships among the actors.

This programme of action distinguishes two types of actions: on the one hand, specific actions associated with particular aspects of governance and, on the other, actions that comprise the overarching issues identified by the review report.

Hence, the programme of action is presented in the form of a logical framework by chapter: democratic and political governance, economic governance and financial management, corporate governance and the component of socioeconomic development (see tables of the strategic orientations).

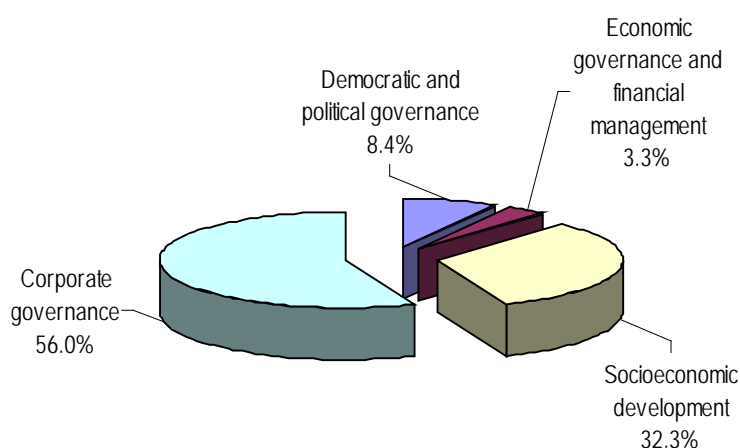
#### **5. FUNDING OF THE PROGRAMME OF ACTION**

The attainment of the objectives of the national programme of action requires considerable investment over the period 2009-2011. It calls for an intensification of resource mobilisation actions. The state should also, thanks to the measures to be implemented, increase its domestic resources (tax and non-tax revenues). To complement this national effort, technical and financial partners (TFPs) will be invited not only to participate in the traditional areas of intervention, but also in sectors identified in the programme of action and which are expected to have positive effects on the achievement of the Millennium Development Goals (MDGs).

The total cost of the national programme of action is estimated at USD 4,907,215,000, representing an average cost of USD 1,635,738,000 per annum. The distribution according to areas of concentration over the period 2009-2011 is as follows:

- Political and democratic governance: USD 413,705,000, representing 8.4% of the total cost.
- Economic and financial management governance: USD 160,060,000, representing 3.3% of the total cost.
- Corporate governance: USD 2,750,390,000, representing 56% of the total cost.
- Socioeconomic development: USD 1,583,060,000, representing 32.3% of the total cost.

### Financial distribution



The national programme of action places particular emphasis on corporate governance so as to enable the private sector to play its role as an engine of wealth creation and economic growth – a necessary condition for poverty reduction. Besides, socioeconomic development and political and democratic governance remain a priority.

The programme of action of Burkina Faso for the APRM will be implemented in the framework of collaboration between the government, the private sector and civil society, and also within the framework of a partnership with the international community through TFPs.

## 6. MONITORING AND EVALUATION MECHANISM OF THE PROGRAMME OF ACTION

### 6.1 Monitoring by stakeholders

To ensure efficient implementation, it is important that this programme of action is formulated on the basis of a real social dialogue, which ensures that each of the social actors intervening in the area of governance takes part in regular consultations with all the stakeholders.

This is why the government of Burkina Faso, in accordance with the principles of the APRM, will put in place by September 2008 at the latest (in addition to the secretariat of the APRM, which will be restructured and strengthened to enable it to take up the challenge of monitoring/evaluation and co-ordination) a national multisectoral structure for monitoring the implementation of this programme of action and the recommendations contained in the review report. The activities of this political and dialogue framework will serve to feed the annual reviews of the Poverty Reduction Strategy Framework (PRSF).

Moreover, the conducting of parliamentary surveys and regular assessment surveys to determine the level of satisfaction of users of the administration is indispensable to understanding the problem of efficiency and transparency of the public administration in the implementation of the programme of action.

## 6.2 Statistical follow-up

The Supreme Council of Statistics (SCS) has been established and is operational. It is in charge of providing orientation in the area of statistical activities. The statistics programme plans to pursue activities involving the general population census (RGPH 2006) and the realisation of the full survey of living conditions of households (EICVM) in 2008. For purposes of the population census, the year 2008 will be devoted to finalising the processing of the data, presenting the final results and drafting the thematic reports and regional monographs. The holding of regional seminars for dissemination of the results and their publication by the end of 2009 will mark the end of the process.

As for the EICVM 2008, it will be the only survey for the annual review of the PRSF of 2008, and will provide information for the review of the PRSF planned for the year 2010 and, subsequently, of the national programme of action. It will integrate the variables generated by the *Questionnaire unique d'identification du bien-être des Burkinabé* (QUIBB), the Burkinabe survey on living conditions of households (EBCVM) and the demographic and health surveys (DHS), and will replace those for the year 2008. It will also be helpful to have more complete information on households with a view to ensuring better knowledge of their living conditions, the health of the children and mothers, HIV/AIDS and the reasons for population movements, employment and education.

In the area of mapping, the production of maps depicting poverty-stricken areas will be pursued. Mapping provides data which will help to refine the analyses in the framework of implementation of the programme of action and policies in favour of poverty reduction and sustainable development.

As far as agricultural statistics are concerned, the general survey on agriculture (RGA) is held regularly, and helps to obtain reliable data on agricultural production, supply and disposition of grains and food security. With regard to both the multitude and magnitude of needs in the areas of production and dissemination of statistical data, it is important to further strengthen the capacities of the National Institute of Statistics and Demography (INSD).

## 7. MAJOR RISKS

### 7.1 Risks associated with inadequate capacities

The national programme of action is voluntarist in nature. Its success will largely depend on the capacity of the government to pilot the sectoral measures and actions that will be implemented. This will also require new forms of association of private sectors and nongovernmental organisations (NGOs) in the execution of certain measures and actions. The novelty of these approaches represents a risk which

must be minimised through the strengthening of the capacities of the administration to supervise and monitor the implementation of actions in the field.

## **7.2 Risk in the area of decentralisation**

Beyond the problem of transfer of resources and competencies to the local communities, a major risk is the eventual strengthening of 'local feudalities'. This risk will be greater still, since the levels of education of both the populations and local elected officers will be too basic to facilitate meaningful participation in decision making. It is therefore necessary to develop an illiteracy elimination programme in favour of the target groups.

## **7.3 Risk in the area of human rights**

One risk in the area of human rights is that the different sectors do not have the same levels of understanding and the same behaviours towards these rights. To minimise this risk, it is necessary to develop a democratic culture through sensitisation, training and social communication.

## **7.4 Risk associated with the low level of ownership and low involvement of all the actors of the programme of action**

Deficiencies in the dialogue between all the sectors involved in the implementation of the programme of action limit their full involvement and ownership.

The problem of ownership of the national programme of action of the APRM is based on sound knowledge by everyone involved in the process of the basic document, its content, scope and purpose. It is also based on the full involvement of these participants in the process. These participants are, on the one hand, the public administration sector, the private sector, civil society and TFPs, and, on the other hand the populations for whom the different initiatives are implemented.

Ownership, therefore, starts with a participative approach in the process of development and implementation of a national programme of action. It then results from qualitative and adequate data for the different sectors, as the information process can be supported by the development of a communication plan for the programme. Hence, to minimise the risks associated with the low level of ownership and involvement of all the sectors in the programme of action, it is necessary to conceive and implement a communication strategy.

## **7.5 Risk associated with funding of the national programme of action**

Low mobilisation of financial resources is a major risk that can impede implementation of the actions and, consequently, the attainment of the objectives of the national programme of action. To minimise this risk, it is important to sensitise all the stakeholders with a view to mobilising the necessary resources.

## **8. CONCLUSION: A vision, a desire, a way**

Succeeding in the challenge of development and the reduction of poverty is not easy. There are challenges to be met, notably those of democratic and political governance, economic and financial governance, corporate governance, regional integration and international competition. There is also the low level of development of the economy. In order to succeed, a vision and a strategy that involves all the participants, and which is readily accepted by all, is needed. This national programme of action offers the possibility of providing the basis for such a strategy.

However, the rudimentary quality of the dialogue between all involved in the implementation of the programme of action may constitute an obstacle to their full involvement and ownership. This is why there is the need to conceive and implement a communication strategy around the national programme of action of the APRM in order to consolidate and enhance the consensus that prevailed during its development.

However, it is rare that such a consensus occurs without the support and management of a head of state or a head of government. In Burkina Faso, there is the political will at the highest level for everybody to understand the importance of this programme of action. That is why the president of Faso is personally piloting the participation of Burkina Faso in the APRM, and has decided to attach to its services the structures in charge of its implementation.

At the technical level there is a mechanism, a method of collaboration and implementation of the measures and actions contained in the national programme of action. The permanent secretariat of the APRM, the technical body, will coordinate the monitoring of its implementation.

Finally, the most difficult constraint for the government is ensuring the participation and involvement of private sector and civil society in the implementation and monitoring of the national programme of action. The role of the government is to intensify their commitment and facilitate their tasks.



**TABLES OF STRATEGIC ORIENTATIONS OF THE ACTION PROGRAMME**

## SECTION I: DEMOCRATIC AND POLITICAL GOVERNANCE

ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
<b>STANDARDS AND CODES</b>									
Fully complying with APRM standards and codes	Signing, ratifying and domesticating pending standards and codes	Number of pending standards and codes ratified	The government is about to present an implementation law to Parliament	MJ MAE-CR National Assembly	Important government ministries CNDH Various civic education bodies	2009-2011	Standards and codes are ratified and domesticated	280	MJ CNDH CSOs Permanent Secretariat (PS) APRM CST
	Organising civic education programmes to sensitise the populations on the standards and codes	Proportion of the population sensitised on the standards and codes	Specification of the efforts deployed to sensitise the populations on the standards and codes	CNDH	Ministry for the Promotion of Human Rights MESSR MEBA Governorate		The populations are sensitised on the standards and codes		MJ CNDH CSOs PS APRM CST
	Internalising the conventions ratified by Burkina Faso	Number of conventions internalised	Review of the penal code ongoing	MJ Ministry in Charge of Relations with Parliament Ministry for the Promotion of Human Rights National Assembly	MJ MAE-CR		Conventions are applied by the judges		CNDH PS APRM CSOs CST
	Developing a collection of conventions signed by	Existence of the collection		MJ Ministry in Charge of Relations with	MJ MAE-CR		Collection is developed		CNDH PS APRM CSOs

ANNEXURE I: NATIONAL PROGRAMME OF ACTION

ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION		
	Burkina Faso			Parliament MAE-CR Ministry for the Promotion of Human Rights					CST		
<b>OBJECTIVE ONE: PREVENT AND REDUCE INTRASTATE AND INTERSTATE CONFLICT</b>											
Early warning programme: conflict prevention	Sensitising the youth through civic spirit and peace clubs	Number of functional clubs	Activities of the CNE CDM / Burkina Faso actions	Government CNE CDM / Burkina Faso CSOs	Policy makers Young school children and academics Religious, traditional and administrative authorities	2009-2011	Young people are sensitised on the early warning system, peace and civic spirit The CVDs are trained and equipped	540	PS APRM CDM / Burkina Faso CSOs CST		
	Strengthening the capacities of CVDs in the area of conflict prevention	Number of CVDs trained and equipped	Activities of CVDs				The intervention of traditional chiefs is regulated		PS APRM CSOs CNE CST		
	Organising interventions of traditional chiefs in the settlement of disputes	Existence of regulatory texts		MATD Religious and traditional communities	MATD Ministry of Justice Governorate					MJ Ministry for the Promotion of Human Rights CSOs PS APRM CST	
	Introducing training modules on social peace in programmes of the defence and security forces	Existence of training modules		MESSRS Ministry of Defence Ministry of Security	Ministry of Defence Ministry of Security TFPs				The defence and security forces are trained on human rights		MJ Ministry for
	Instituting a prize for civic	Existence of a civic spirit prize		MESSRS Ministry of	Ministry of Defence				Civic spirit is cultivated		

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
	spirit in schools in the military regions and in the regional police departments			Defence Ministry of Security	Ministry of Security TFPs				the Promotion of Human Rights CSOs PS APRM CST
	Training political parties and unions in conflict prevention and management	Report on formation of political parties and unions		National Assembly Central labour bodies Political parties MATD MTSS	MATD Political parties Unions MTSS		Political parties and unions trained in conflict prevention and management		MJ Ministry for the Promotion of Human Rights CSOs PS APRM CST
	Instituting a module on civic education in schools	Existence of a module on civic education		MESSRS MEBA Ministry for the Promotion of Human Rights	MESSRS MEBA		School children are trained in having civic spirit		MJ CSOs PS APRM CST
Developing a national strategy and action plan for promoting a culture of tolerance and peace	Developing an action plan after the adoption of the strategy	Existence of the action plan document	National strategy being finalised	MPDH	MPDH Mini involved CNDH CIL CSOs	2008-2011	The culture of peace and tolerance is promoted	30	PS APRM CSOs MJ CST
	Organising a workshop for validation of the action plans	Report on the workshop		MPDH					
Developing a manual on conflict prevention and management	Developing a manual on conflict prevention and	Availability of the manual, number of manuals		MPDH	MPDH Mini involved CNDH			Conflict prevention and management are regulated	120

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
	management, translating it, and training 200 actors per year	translated and reproduced, and number of actors trained			CIL CSOs				CST
Adopting and implementing the constitution of the opposition	Submitting the constitution of the opposition to the National Assembly for approval	Existence of a constitution of the opposition	Law 07-2000/AN of 25/04/2000 on the constitution of the opposition is under review	National Assembly MATD	Political parties		The constitution of the opposition is known		PS APRM CSOs MJ CST
Strengthening and revitalising the village reconciliation committees and fixing their legal framework	Training the CVCs and CBDs in the villages on their role in peacekeeping	Number of training sessions	The offices of the CVDs are voted on and workshops are being organised from 26 to 30 May 2008 at Tenkodogo	MATD MAHRH MPDH	Territorial communities Governorate		The village reconciliation committees are more efficient	360	PS APRM CSOs MJ CST
Extending the space of union liberties	Organising training courses on union rights for SGs, DGs, DCs and DRs of ministries	Number of training sessions		MATD MFRPE MTSS	Unions MT MFRE	2009-2011	Free exercise of union activities is a reality	600	PS APRM CSOs MPDH MT CST
Strengthening traditional conflict prevention mechanisms, including the joking relationship	Instituting joking competitions among parents	Number of joking competitions on joking relationships		MATD MTC Civil society MCAT	Civil society Governorate		More peaceful social climate	360	PS APRM CSOs MPDH CST
Improving political dialogue with the opposition	Instituting the major half-yearly meeting between the	Existence of half-yearly report of meetings	The draft decree creating the consultation framework	MRP AN	Political parties Government Governorate	2009-2011	Political dialogue is promoted	150	PS APRM CSOs MPDH

ANNEXURE I: NATIONAL PROGRAMME OF ACTION

ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
	political majority and the opposition		between the government and the political parties is being developed, and the National Assembly is a framework for permanent consultation between the parliamentary majority and the parliamentary opposition						TFPs CST
Contributing to conflict settlement in Africa and the rest of the world	Pursuing the mediation of Burkina Faso in crises in Africa	Number of mediation protocols signed	Facilitation in Togo and in Côte d'Ivoire	Presidency of Faso MAE-CR	ECOWAS UA UNO	2006-2009	Return of peace	PM	MAE-CR
	Defining and implementing a strategy on the management of mandates of Burkina Faso at the UN Security Council and at the AU Peace and Security Council	Existence of a strategy document on management of mandates at the UN and AU	Strategy of management of mandates	Presidency of Faso MAE-CR	ECOWAS UA UNO	2009-2009	A more pacified world	PM	MAE-CR
<b>OBJECTIVE TWO: PROMOTE CONSTITUTIONAL DEMOCRACY, INCLUDING POLITICAL CONTESTS AND THE OPPORTUNITY TO MAKE CHOICES FREELY, THE RULE OF LAW, THE DECLARATION OF HUMAN RIGHTS AND THE PRIMACY OF THE CONSTITUTION</b>									
Programme on improvement of the rule of law	Strengthening governance of the defence and	Number of disputes between the		MD MS	MATD MPDH	2009-2011	The security and defence forces are more	500	PS APRM MATD

ANNEXURE I: NATIONAL PROGRAMME OF ACTION

ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
	security sector	civilian sector and the defence and security sector			CSOs TFPs		republican		MPDH CSOs TFPs CST
Redefining the modalities of public and private funding of political parties and election campaigns, and pegging and strictly controlling electoral expenditures	Re-examining the modalities of funding political parties and election campaigns	Existence of a text fixing the new modalities for public and private funding and electoral campaigns	Law 12-200/AN of 21/06/2000 on the funding of political parties and electoral campaigns is being reviewed	National Assembly MATD MEF Audit Office	Political parties MEF TFPs	2009-2011	Stabilisation of the funding of political parties is ensured	50	PS APRM Political parties MEF TFPs CST
Establishing a reliable and secure voters' register and establishing non-forgeable voters' cards on the basis of a permanent computerised voters' list and a secure civil registry	Installing electoral software	Existence of a secure, reliable and non-forgeable voters' list	The voters' register is computerised and secured, and the electoral code is being reviewed	CENI	National Assembly MATD MEF	2009-2011	A reliable and secured voters' register exists	100,000	National Assembly MATD MEF PS APRM PNBG CST
Professionalising and strengthening the capacities of CENI	Increasing the material, human and financial resources of CENI and establishing a professional body in the	Trend of the share of the budget devoted to CENI  Existence of a professional body	The constitutions of CENI exist	CENI MFPRE	MATD CENI TFPs Governorate	2009-2011	Efficient organisation of elections	300	MATD PS APRM CSOs Political parties TFPs

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
	organisation of elections								CST
	Developing the TOES of CENI	Existence of TOES	The constitutions of CENI exist	CENI MFPRE	MATD CENI TFPs Governorate		Efficient management of the career of the agent of CENI		PS APRM
Reforming the electoral code with a view to improving the system of representation of the populations (including women and the youth, admission of independent candidatures) and political parties, and participation of the Burkinabe abroad in the voting process	Revising the electoral code	Existence of a revised code	The code is being reviewed	National Assembly MATD MEF CENI	Political parties Civil society Governorate	2009-2011	The system of representation of the populations is improved	100	Political parties Civil society PS APRM CST
Sensitising and training public agents as well as local elected officers and their staff on the issue of decentralisation and local governance, and popularising the text on decentralisation to	Organising a seminar for popularisation and dissemination of the CSMOD and the triennial plan of the CSMOD	Existence of a report on the seminar	The policy document on training adopted by the MATD, and adoption of the CSMOD by Decree 2007-095/PRES/PM/MATD/MFB of 1 March 2007 provides for workshops in	MATD Territorial communities	Government TFPs CSOs Governorate	2009-2011	Better ownership of decentralisation by all stakeholders	600	PM TFPs CSOs PS APRM CST



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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
ensure better ownership, efficient implementation and effective monitoring / evaluation of the implementation of this process			2008-2009. The activity programme for 2008 of the MATD has planned a series of training activities targeting the decentralised public workers						
Requiring candidates for the post of mayor and president of the regional council to have a good level of education	Introducing the criteria on the level of education	Existence of a legal or regulatory text including this provision	Reflection is on the way forward since the second mandate of the municipal counsellors to take into account the socio-political environment	MATD	Political parties CSOs Government TFPs Governorate	2009-2011	Efficient functioning of the local communities is ensured	-	Political parties CSOs Government TFPs CST
Accelerating the process of effective transfer of competencies, attributions and resources to the decentralised communities, and strengthening the institutional capacities of the decentralised entities  Studying ways and means of further associating	Meeting the territorial communities, which are beneficiaries of the transfers of competences and resources, and informing the TFPs about progress in the process of the transfer of competences and resources and adopting in	Minutes of the meetings and information sessions  Report in Cabinet  Existence of a legal framework	The operationalisation protocols of transfers; chains of responsibilities; and texts of transfers of financial, human and infrastructural resources are being adopted by the stakeholders in the decentralisation process	Territorial communities	TFPs MEF MERSS MEBA MCAC Governorate	2009-2011	The decentralisation is effective	10,000	PS APRM TFPs MEF MERSS MEBA MCAC PS PNBG CSOs CST

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
the traditional authorities with local governance by defining a legal framework for governing their participation and involvement in the activities of the decentralised entities	Cabinet the protocols and devolution texts Studying ways and means of further associating the traditional authorities with local governance by defining a legal framework for governing their participation and involvement in the activities of the decentralised entities								
Promoting the local autonomy of the decentralised communities through substantial reform of the decentralisation guided by: (i) a clarification of the rules on distribution of competences between the state and the territorial	Clarifying the rules on distribution of competences between the state and the territorial communities; establishing regional poles of administrative competences; and establishing a pool of competences in	Existence of a regulatory text on distribution Existence of regional poles Existence and draws effected from the pool of competences	The general code of the territorial communities already provides for the possibility of contractualisation between the decentralised communities and the state so that they can play their role of implementing the kingly missions of the state	MATD	MEF Local elected officers TFPs CSOs Governorate	2009-2011	The decentralisation is operational	40,000	PS APRM MEF Local elected officers TFPs CSOs CST

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
communities based on the principles of autonomy and full transfer of the attributions and human and material resources to the communities; (ii) the establishment of regional poles of administrative competences at the service of the decentralised communities; (iii) the establishment of a pool of competences in each commune; (iv) the strengthening of the authority and control of the local elected officers on the decentralised and deconcentrated administrations (government, decentralised entities, local elected officers)	each commune at the service of the territorial communities								
	Reviewing the code of communities to determine the attribution of local elected officers and the concentrated authorities	Existence of the code		MATD National Assembly Political parties	MATD Territorial communities Governorate		Adopted code exists		PS APRM Minister delegate for the communities CSOs CST
	Pursuing the transfer of resources to the local communities	Proportion of resources transferred to the local communities	Effective transfer of certain taxes to the communities	MATD Ministry of Finance Territorial communities	Ministry of Finance Governorate		Transfer of resources is effective		National Assembly PS APRM CSOs CST

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
<b>OBJECTIVE THREE: PROMOTE AND PROTECT ECONOMIC, SOCIAL, CULTURAL, CIVIL AND POLITICAL RIGHTS AS CONTAINED IN ALL THE AFRICAN AND INTERNATIONAL HUMAN RIGHTS INSTRUMENTS</b>									
Project on strengthening the capacities of the structures for promotion and protection of human rights in Burkina Faso	Revitalising the CNDH Strengthening the empowerment of the human rights CSOs	Reports of the decisive CNDH CSOs DH	PARECAP EU project UNDP project MPDH CSOs	MPDH CSOs DH CAUCUS CSOs	CSOs MPDH MBDHP	2009-2011	The structures for promotion and protection of human rights	1,000	MPDH CNDH PS APRM CST
	Developing a code of ethics for journalists	Existence of the code	The collective agreement of the press	Ministry of Communication Association of Journalists Press managers CSC Ministry of Labour	Ministry of Communication Association of Journalists CSC MFPRE	2009-2011	The press is more professional		Ministry of Justice PS APRM CSOs CST
	Pursuing the continuing training of magistrates on human rights	Number of training sessions	PANRJ	Ministry of Justice TFPs	MJ	2009-2011	Mastery of human rights instruments by magistrates		PS APRM Ministry for the Promotion of Human Rights CSOs CST
Introducing education on human rights in the formal system	Organising consultation workshops with ministries in charge of education	Report on the workshop		MPDH	MERSS MEBA CSOs TFPs	2008-2011	The formal system has ownership of human rights ensured	1,700	PS APRM CSOs MERSS MEBA TFPs

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
	Developing a draft decree on the introduction of human rights in education	Report in Cabinet							CST
	Conducting two studies for the development of training modules and teaching aids	The study documents							
	Organising two workshops for validation of the modules and teaching aids	Reports on the workshops							
	Reproducing the teaching aids	The number of teaching aids reproduced							
	Organising 13 training-of-trainers sessions for teachers on the human rights modules	Reports on the training sessions							
	Organising 450 training sessions on human rights for teachers	Reports on the training sessions							
	Organising a ceremony for	Holding of the ceremony							

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	the official handing over of the modules and teaching aids on human rights								
Ensuring continuing training of teachers	Organising 450 training sessions per annum	Reports on the training sessions		MPDH MEBA MERSS	TFPs CSOs	2009-2011	Teachers are better equipped in human rights	590	PS APRM CSOs TFPs CST
Introducing education on human rights in the permanent functional illiteracy elimination centres (CPAF) and the non-formal basic education centres (CEBNF)	Conducting two studies for the development of training modules and teaching aids	Documents of the studies		MPDH MESSRS MEBA MPDH	MPDH MESSRS MEBA TFPs CSOs	2008-2011	Human rights are introduced in the curricula of the CPAFs and the CEBNFs	602	PS APRM CSOs TFPs CST
	Organising two workshops for validation of the modules and teaching aids	Reports on the workshops							
	Translating the modules and teaching aids (Mooré, Dioula and Fulfulde)	Number of documents translated							
	Reproducing the teaching aids	Number of aids reproduced							
	Organising two training-of-trainers sessions for the	Reports on training sessions							

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	organisers on the human rights modules								
	Organising 90 training sessions on human rights for the organisers	Reports on the training sessions							
	Organising a ceremony for the official handing over of the modules and teaching aids	Holding of the ceremony							
Ensuring continuing training in human rights for the organisers	Organising 90 training sessions for the organisers	Reports on the training sessions		MPDH MESSRS MEBA MPDH	MPDH MESSRS MEBA TFPs CSOs Governorate	2009	The organisers are better equipped in human rights	270	PS APRM CSOs TFPs CST
Ensuring the training in human rights of a socio-professional group (one per year)	Conducting a study for the development of the training modules and teaching aids per annum	The study document		MEBA MPDH	MPDH MESSRS MEBA TFPs CSOs MAE-CR	2008-2011	The socio-professional groups are better equipped in human rights	180	PS APRM CSOs TFPs CST
	Organising a workshop for validation of the modules and teaching aids	Report on the workshop							

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	per annum								
	Reproducing 100 teaching aids per annum	Number of aids reproduced							
	Organising three training-of-trainers sessions for teachers on the human rights modules	Reports on the training sessions							
	Organising three training sessions for introduction of the human rights modules for teachers	Number of training sessions							
Ensuring continuing training of some socio-professional groups in the practice of human rights through the organisation of short-term training sessions	Organising three training seminars for specific groups (magistrates, lawyers, warders)	Number of training seminars organised		MPDH MEBA MERSS	MEBA MERSS TFPs CSOs Governorate	2008-2011	The organisers are better equipped in human rights	77	PS APRM CSOs TFPs CST
	Organising two conferences for MPs	Number of conferences organised							
	Organising a seminar for local elected officers	Report on the seminar							



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Ensuring education on human rights for civil society	Organising training modules and teaching aids on basic training in human rights	The number of training modules and teaching aids		MPDH MEBA MERSS	MEBA MERSS TFPs CSOs Governorate	2008-2010	CSOs are better equipped in human rights	180	PS APRM CSOs TFPs CST
	Organising a training session for 50 trainers	Report on the training session							
	Training target groups	Training report							
	Developing training modules and teaching aids for specific rights	Number of training modules and teaching aids							
	Organising a training session for 50 trainers in specific rights	Report on the training session							
	Organising a reflection workshop on the challenges and prospects of the legislative reforms in Burkina Faso	Report on the workshop			MEBA MERSS TFPs CSOs				PS APRM CSOs TFPs CST
	Organising one seminar per year on topical	Report on the seminar							

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	issues								
	Organising in Ouagadougou a training session on the rights of the child for 126 members of the children's parliament	Report on the training session							
	Organising a seminar on listening for associations for the defence of children's rights	Report on the seminar							
	Publishing the conclusions of the seminars	Report on publication of the conclusions of the seminars							
Sensitising the population on human rights	Establishing a sensitisation committee	Activity report of the committee		MPDH	MCAC The populations Governorate	2008-2010	The populations assume ownership of the human rights, and Burkina Faso reaffirms its attachment to the promotion of human rights	1,760	PS APRM MJ TFPs CSOs CST
	Organising consultation meetings with members of the organising committee	Number of consultation meetings							
	Organising a popular cross-country per year in the region	Number of cross-country events							

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	Organising a competition on human rights in 80 junior and high schools per annum	Number of competitive games							
	Organising a radio competition on human rights in 20 radio stations per annum	Number of competitive games							
	Organising competition on civic spirit and cleanliness in the primary school in 45 provinces per annum	Number of competitive games							
	Organising one national forum on human rights per annum	Report on the national forum							
	Organising an official ceremony commemorating the 60th anniversary of the DUDDH	Report on the commemoration of the 60th anniversary							
	Organising the decoration of	Number of actors							

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	actors in the promotion of human rights	decorated							
	Organising four human rights days in the province per annum	Number of days organised		MPDH	MCAC The populations Governorate	2008-2010	The populations assume ownership of human rights		PS APRM MJ TFPs CSOs CST
	Organising an annual day of consultations with CSOs in vocational training schools, CPAFs, CBNEFs and CIDDHs	Number of consultation days							
	Organising two annual excursions of the ministry to the province per annum	Number of annual excursions							
	Organising three film projections followed by debates per annum	Number of film projections followed by debates							
	Organising 12 conferences per annum in school setting	Number of conferences in school setting							

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	Organising four public conferences per annum on specific human rights issues	Number of public conferences		MPDH	MCAC CSOs MJ		The populations are sensitised on human rights		PS APRM MCAC CSOs MJ CST
	Organising a radio competition on human rights on the occasion of the SNC	Number of competitive games							
	Organising two annual cinema tours per annum	Number of cinema tours							
	Organising two annual theatre forums per annum	Number of theatre tours							
	Organising 26 campaigns on popularisation of the texts on human rights in the regions	Number of campaigns on popularisation of the texts							
Informing the citizens through the production and popularisation of human rights documents	Developing and reproducing pamphlets and manuals on human rights	Number of manuals and pamphlets		MPDH	MCAC CSOs MJ Governorate	2008-2010	The documents on human rights are accessible	980	PS APRM MCAC CSOs MJ CST
	Organising four exhibitions of	Number of exhibitions of							

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	documents on human rights	documents							
	Acquiring and / or reproducing collections of texts on human rights for the documentation service of the ministry, the 20 CLACs and the CIDDHs	Number of collections of texts reproduced and / or acquired							
	Inaugurating six CIDDHs	Number of centres inaugurated							
	Developing a manual of the citizen	Existence of the manual		MPDH	MCTC CSOs MJ		The documents on human rights are accessible		PS APRM MCTC CSOs MJ CST
	Reproducing 5000 copies of the citizen's manual	Number of copies reproduced							
	Organising the validation workshop	Report on the workshop							
	Developing a draft report in Cabinet	Report in Cabinet							
	Developing a policy and action plan on the promotion of	Existence of the policy document and action plan							

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	citizenship								
	Organising the workshop for validation of the policy	Report on the workshop							
	Preparing a draft report in Cabinet	Report in Cabinet							
	Submitting the draft policies and action plan for the promotion of citizenship in Cabinet	Report in Cabinet							
	Developing a data bank on human rights actors	Existence of a data bank on actors							
	Updating the databank every six months	Reports on update							
Revitalising the inter-ministerial committee on human rights and international humanitarian law	Organising two training seminars for managerial staff of the MPDH and other ministries, and for members of the CIMDH, on the techniques for drafting reports to be	Report on training sessions		MPDH	CIMDH TFPs CSOs	2008-2010	The CIMDH is operational	45	PS APRM CSOs TFPs CST

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	submitted to international bodies								
	Developing and submitting for the attention of the MPDH a draft order on the organisation and functioning of the permanent technical secretariat of the inter-ministerial human rights commission	Existence of the order bill							
	Developing the draft report on the International Pact on Economic, Social and Cultural Rights (PIDESC)	Existence of the draft report							
	Organising the holding of sessions of the CIMDH	Reports on the sessions							
	Finalising the draft reports adopted by the CIMDH	Existence of the reports							



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	Pursuing the sensitisation campaign among the general public and the defence and security forces	Number of campaigns	National policy of the Ministry for the Promotion of Human Rights	Ministry for the Promotion of Human Rights Ministry of Communication CSOs	Ministry for the Promotion of Human Rights	2008-2010	The population and defence and security forces are sensitised on human rights		MJ PS APRM CST
<b>OBJECTIVE FOUR: SEPARATE POWERS, PROTECT THE INDEPENDENCE OF THE JUDICIARY AND DEVELOP AN EFFICIENT PARLIAMENT</b>									
Revitalising the legal shops	Bringing the Justice Department closer to the justiciable	Range of access to legal shops Rate of consultation of the legal shops Number of cases and applications for assistance known and instructed	MBDHP project CNDH CSOs MPDH MJ	MBDHP MPDH CNDH MJ	CSOs Citizens MPDH MJ	2009-2011	The populations have easier access to 'justice'	100	PS APRM MBDHP CST
Complying with the principle of an independent Parliament	Strengthening the capacity of Parliament	Number of oral and written questions Number of reports produced by the parliamentary commission of enquiry Number of parliamentary sessions	Project on capacity building of Parliament (UNDP)	National Assembly Ministry in Charge of Relations with Parliament Political parties	National Assembly	2009-2011	Parliament consolidates its autonomy	PM	CSOs PS APRM TFPs CST

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<b>OBJECTIVE FIVE: GUARANTEE AN EFFICIENT, CAPABLE AND RESPONSIBLE PUBLIC SERVICE</b>									
Strengthening the capacities of actors of public service and communities	Implementing a holistic approach to capacity building	Existence of a national capacity building programme	CSOs MATD MDCL AMBF	AMBF MATD Municipal councils TFPs	AMBF MATD Governorate	2009-2011	Local municipal workers are efficient	10,000	PS APRM CSOs AMBF CST
	Increasing the use of e-governance	Number of administrations online	The general reform of the administration	Ministry of Public Service Ministry of Computer Technology Ministry of Finance Governorate	Ministry of Public Service Ministry of Information Technology	2009-2011	The administration is online	9,200	PS APRM Users of the administration CSOs Ministry of Justice CST
	Developing a code of ethics for the civil servant	Existence of the code					Moralisation of public administration		
	Ensuring continuing training of public servants	Training report					Efficiency of the administration		
	Appointing professionals to occupy human resources managerial positions	Number of professionals appointed					Professional management of human resources		
	Strengthening the capacities of the management of public human resources	Trend of budget votes					Efficiency of management		
	Evaluating civil servants	Number of civil servants					Efficiency of management		

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		evaluated							
	Operation- alising the mechanism of promotion on the basis of merit	Existence of evaluation tools					Promotion on the basis of merit		
Accelerating the implementation of the deconcentration strategy	Finalising the development of the related text	Existence of the text	There are strategies for the sectoral deconcentration (e.g. MFPRE- MS-MEBA)	MATD MFPRE	Government Governorate	2009-2011	The administration is present on the entire national territory	120	PS APRM CSOs TFPs CST
Ensuring social ownership of decentralisation through illiteracy elimination, training, information and sensitisation	Ensuring illiteracy elimination among the greatest number of elected officers	Percentage of educated elected officers	The MEBA and MATD are developing a strategy on illiteracy elimination in local languages	MATD MEBA	Populations Governorate		The populations assume ownership of decentralisation	1,000	PS APRM CSOs TFPs CST
Strengthening the capacities of local elected officers and deconcentrated services for promoting local development in complementarity	Training jointly local elected officers and agents of the administrative constituencies on their contribution to local development	Training report	Strengthening the capacities of local elected officers	MATD MEF	Local elected officers Governorate		The capacities are strengthened	1,000	PS APRM CSOs TFPs CST
Taking measures to enable the communes to	Adopting the legal texts on transfer of	Existence of the legislative enactments		MATD MEF	Territorial communities		The communes collect taxes	50	PS APRM CSOs

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collect taxes on activities and facilities of companies on their territory	certain taxes previously collected by the state				MEF Governorate				TFPs CST
Decentralising the management of public contracts and enabling the communes to ensure communal management for the construction of infrastructures	Specifying this situation in the protocols on transfers of infrastructures to the communes	Existence of a general regulation on government contracts and delegations of credit	Training courses on the new regulation are ongoing	MATD MEF	Government Governorate	2009-2011	Government contracts are decentralised	50	PS APRM CSOs TFPs CST
Implementing immediately the land use management schemes	Developing urban land use plans for all the 351 communes	Existence of rehabilitation plans	Plans for land occupation (POS) are handed over to the communes	MATD MEF MHU	Governorate	2009-2011	The SNAT is operational	100,000	PS APRM CSOs TFPs CST
<b>OBJECTIVE SIX: TACKLE CORRUPTION IN THE POLITICAL WORLD</b>									
Sensitising voters on electoral corruption	Conducting IEC campaigns	Campaign reports	CENI project UNDP project EU project MATD project	CENI TFPs MATD CSOs	Political parties CSOs Governorate	2009-2011	Voters are sensitised on electoral corruption	100	PS APRM CSOs CENI CST
Strengthening the legislative provision on the funding of parties and electoral expenditures	Adopting the law instituting transparency in the funding of parties and fixing the ceiling of electoral expenditures	Existence of the law		CENI TFPs MATD CSOs	Political parties CSOs TFPs	2009-2011	The mechanism is improved		PS APRM CSOs CENI CST PS PNBG

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<b>OBJECTIVE SEVEN: PROMOTE AND PROTECT WOMEN'S RIGHTS</b>									
Project on strengthening the political participation of women	Adopting laws on quotas for elective and nominative posts	Existence of the laws	CENI projects CSOs Gender Coalition Gender Caucus AN MPF	CENI CSOs AN MATD	Men Women MPs Policy makers Citizens Customary and traditional chieftaincy	2009-2011	Gender inequalities are reduced	500	PS APRM CENI MPF CST
	Strengthening the capacities of elected women	Number of elected women trained							
	Providing assistance to female candidates during elections	Percentage of women assisted							
	Popularising the standards and codes on women's rights	Number of standards and codes disseminated							
<b>OBJECTIVE EIGHT: PROMOTE AND PROTECT CHILDREN'S RIGHTS</b>									
Strengthening the capacities of the children's parliament and mechanisms for monitoring the Convention on the Rights of the Child	Training the members of the children's parliament and providing them with necessary resources	Training report	Ministry of Youth	CSOs Ministry of Youth MATD CENI	Associations PP Ministry of Youth	2009-2011	Democratic culture of young people and children is enhanced	500	PS APRM Ministry of Youth CST
	Enhancing the participation of the youth in the life of the nation	Number of young people in decision-making bodies		Ministry of Youth and Employment	Ministry of Youth and Employment Political parties Youth organisations		Involvement of the youth in decision-making bodies		PS APRM CSOs Ministry for the Promotion of Human

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	Adopting a code on child protection	Existence of the code	Laws on child protection	MJ Ministry for the Promotion of Human Rights Ministry of Social Action	MJ Ministry for the Promotion of Human Rights Ministry of Social Action		Code adopted		Rights CST  Ministry for the Promotion of Human Rights CSOs PS APRM CST
Creating and perpetuating a presidential fund to help children in difficulty	Developing texts on the creation and functioning of the presidential fund in aid of children in difficulty	Existence of texts		MASSN	Presidency of Faso MEF TFPs	2009-2011	Efficient care and support for children in difficulty	1,000	PS APRM TFPs CSOs CST MPDH
Instituting an annual presidential prize to encourage voluntary service to help children in difficulty	Developing texts on an annual presidential prize for volunteers providing assistance to children in difficulty	Existence of texts		MASSN	Presidency of Faso TFPs		Voluntary spirit is promoted	100	PS APRM TFPs CSOs CST MPDH
Ensuring greater effectiveness of the application of the legal provisions banning and sanctioning the	Finalising, adopting and implementing action plans  Constructing the maternal	Existence of the action plan Report in Cabinet  Existence of the	Law on trafficking of human beings and assimilated practices	MASSN	MASSN TFPs MPDH		Children are better protected	8,200	PS APRM CSOs MPDH CST TFPs

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trafficking and sale of children and harmful traditional practices	home in Bobo-Dioulasso	maternal home							
	Constructing 45 secondary social centres	Number of secondary centres built							
	Constructing primary social sectors in all departments	Number of primary centres built							
Combating child begging and strengthening the reception and supervision of structures for orphans and vulnerable children	Constructing two regional centres for care and support for children and young people in difficulty in the localities of Fada N'Gourma and Ouahigouya	Number of regional centres built	National strategy on the fight against child begging	MASSN	MASSN TFPs		Children are better supervised	10,000	PS APRM CSOs MPDH CST TFPs
Adopting practical measures to ensure that the provisions in favour of people with special education needs contained in the orientation law on education can be implemented	Constructing educational structures for providing care to mentally disabled children and children with hearing and visual impairments	Number of structures built	National strategy on care and support for disabled persons	MASSN	MASSN TFPs	2009-2011	People with special educational needs are better catered for	10,000	PS APRM CSOs MPDH CST TFPs

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
<b>OBJECTIVE NINE: PROMOTE AND PROTECT THE RIGHTS OF VULNERABLE PERSONS, INCLUDING INTERNALLY DISPLACED PEOPLE AND REFUGEES</b>									
Support for promising projects	Assisting with the social reinsertion of displaced and vulnerable people	Number of social cases known and treated	MAS Ministry of Youth Associations	MAS Groups and associations	Associations of displaced and vulnerable persons	2009-2011	Flourishing projects are proposed and funded	100,000	PS APRM Ministry of Social Action CST
	Improving accessibility of the disabled to public and private buildings	Number of public buildings made accessible to the disabled	New labour code	All public and private services	Ministry of Social Action	2009-2011	Easy access for the disabled to private and public buildings		CSOs PS APRM Ministry for the Promotion of Human Rights CST
	Revitalising the CONAREF	Activity reports of the CONAREF		MAE-CR (CONAREF) HCR	MAE Ministry of Defence Ministry of Health Ministry of Security Ministry of Justice MASSN	2009-2011	Efficiency of the CONAREF		PS APRM CSOs Ministry for the Promotion of Human Rights CST
Taking administrative and regulatory measures for the implementation of the rights of refugees and displaced persons, disabled persons, widows	Organising a forum for the development of the five-year action programme 2009-2013	Report of the forum		MASSN MAE-CR	MASSN TFPs MAE-CR	2009-2011	Better protection of refugees and displaced persons, disabled persons, widows and orphans, as well as other	1,000	PS APRM CSOs MPDH CST



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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
and orphans, as well as other members of vulnerable groups as contained in the national laws and regional and international instruments							members of vulnerable groups		
Giving more visibility to the commitment of the state to ensure that members of vulnerable groups enjoy their rights (no charity) in order to initiate behaviour changes among policy makers and the general public	Mobilising resources for funding flourishing micro-projects	Number of flourishing micro-projects funded	Strengthening the institutional capacities of the National Solidarity Fund	MASSN	MASSN MEF	2009-2011	Resources amounting to CFAF 100 million are mobilised per annum for funding flourishing micro-projects	600	PS APRM CSOs MPDH CST
<b>Subtotal I</b>								<b>413,705</b>	

## SECTION II: ECONOMIC GOVERNANCE AND FINANCIAL MANAGEMENT

ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
<b>OBJECTIVE ONE: IMPLEMENT SOUND, TRANSPARENT AND PREDICTABLE GOVERNMENT ECONOMIC POLICIES</b>									
Making public and fiscal administration efficient and transparent	Fully computerising the procedures of services and their interconnections for a more regular professional collaboration between certain public services, such as the customs and tax departments	Procedures of services fully computerised and interconnected	Implementation of all the functionalities of the SYDONIA software	DGSI DGD DGI	MPT MEF TFPs	2009-2011	The administration and tax authorities are efficient	2,500	MPT TFPs CST PS APRM
	Developing a tax reform strategy	Existence of the strategic document		MEF	MEF		The taxation system is improved		
	Adopting in Cabinet the tax reform programme and submitting to Parliament the bill on the reform of the fiscal policy	Report in Cabinet		MEF	MEF AN MCRP		The taxation system is improved		
Making public administration, the	Reviewing the general tax code	Existence of a new tax code		MEF MIE	AN MEF	2009-2011	Efficient fiscal laws	2,500	PS APRM CSOs

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ACTIVITIES BY AFRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
parliamentary system and the fiscal authorities efficient and transparent	Improving the quality of tax control and collection operations	Report on quality control	Strengthening the capacities of the DGE and the DME / DGI	DGI DGD / MEF	Private sector		Increased mobilisation of domestic resources		CST TFPs
	Launching sensitisation campaigns on fiscal civic spirit with a view to ultimately establishing a national network for the promotion of fiscal civic spirit	Number of information spots on fiscal civic spirit telecast	Sensitisation campaign on invoicing of VAT and control of the collection of VAT	DGI DGD	Private sector CSOs		Increased mobilisation of domestic resources		
	Using free software packages to reduce the cost of software use	Number of free software packages used		DGSI / MEF	Other ministries		Significant reduction of expenditures for computer equipment and software		
	Conducting a bold policy on the protection of funds transfers	Existence of a mechanism for protecting the transfer of funds	National policy on combating corruption	MEF Ministry of Security	Financial and banking institutions		Increase in the volume of the transfer of funds		
	Conducting regular surveys to assess the level of satisfaction of users of the administration	Number of surveys conducted to assess the level of satisfaction of users of the administration		MFPRE INSD / MEF	PS CNS TFPs		The level of satisfaction of users of the administration is known and the administration		

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							is accessible		
	Assessing the energy situation of the administration in order to institute appropriate measures for managing energy	Report on the energy situation	Project on energy control in buildings of public administration	Energy management unit / DGE / MMCE	Any ministry and institution Government and institutions	2008-2010	25% reduction in electricity consumption in administrative buildings, establishment of a database, monthly control of electricity bills	4,000	
	Systematically controlling the use of government vehicles outside office hours by a special unit of the police	Number of controls carried out	Making an inventory of the car park for government vehicles, sensitisation campaign on the rational use of government vehicles	DGPE / MEF	MD MS	2009-2011	Rational use of government vehicles, reduction in maintenance and operational costs		
Making the economic policies sound, transparent and foreseeable	Developing a social communication plan	Existence of a social communication plan	Strategy on improvement of public finance	DGB / MEF	MEF TFPs	2009-2011	All actors of the economic life are sensitised on public policies	200	PS AFRM CSOs MEF CST PM Ministry of Forecasts
	Developing a plan for strengthening coordination between the	Existence of the strengthening plan	Strategic framework / action plan for implementation of the	MATD	Other ministries Territorial communities CSOs		Better coordination between the decentralised communities		

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	decentralised communities and the central administration		decentralisation				and the central administration		
Implementing a policy on the reduction of factor costs	Developing a strategy and policy on the reduction of cost factors	Existence of a strategic and policy document	Connection of isolated centres to the national electricity grid of Burkina Faso, and connect this to the grids of Côte d'Ivoire, Ghana and Nigeria, which supply cheaper energy	SONABEL / Energy department	Ministry of Mines, Quarries and Energy / SONABEL / Energy department	2008-2011	Importation of electricity from neighbouring countries at cheaper cost Reduction of the price of electricity	14,600	Ministry of Mines, Quarries and Energy
<b>OBJECTIVE TWO: PROMOTE MACROECONOMIC POLICIES THAT SUPPORT SUSTAINABLE DEVELOPMENT</b>									
Strengthening the framework for macroeconomic policy and sustainable development	Finalising the Strategic Orientation Document (DOS) with a view to translate the vision of Burkina Faso by 2025 into macroeconomic policies	Existence of DOS	Harmonisation of the DOS with the sector policies	MEF	Sector ministries	2009-2011	Macroeconomic policies translate into a sustainable development vision	2,500	PS AFRM CST TFPs
	Promoting direct foreign investments and stimulating private investments	Existence of a general code on attractive investments	Programme of reform of the tax policy	MEF MCPEA	Private sector		Increase in IDEs		

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Strengthening the framework for macroeconomic policy and sustainable development	Pursuing the macroeconomic reforms with a view to maintaining the stability of the macroeconomic framework	Respect of WAEMU multilateral surveillance standards	FRPC programme Programme on WAEMU convergence Strategy on improvement of public finance	PS PPF DGTCP / MEF	Sector ministries	2009-2011	An enhanced macroeconomic framework		PS AFRM CST TFPs
Improving macroeconomic forecasting	Pursuing the strengthening of the capacities of members of the Prediction and Market Conditions Committee on estimates and market conditions	Existence of a plan for strengthening the structures of production and harmonisation and updating the statistical data	The macroeconomic forecasting exists through the notable use of the IAP and the PAMS	DGEP / MEF	Sector ministries	2009-2011	Capacities of responsible structures are strengthened	500	PS AFRM CST TFPs WAEMU
	Developing models for efficient management of structural changes in the economy of Burkina Faso	Existence of a fully operational model facilitating the development of short-term estimates	Strengthening the capacities in modelling with the econometric approach	DGEP / MEF			A fully operational short-term forecasting model is available		
	Pursuing the evaluation of the long-term forecasting model (MALT) with a view to make it fully operational in	Existence of an operational MALT		DGEP / MEF			A fully operational medium and long-term forecasting model is available		

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	the short-term								
	Finalising the conception of the MAMS model	Existence of the MAMS (macroeconomic simulation model)		DGEP / MEF			A macroeconomic simulation model is available		
Conceiving and implementing sector policies for stimulating economic growth and sustainable development	Providing all the sectors with policies	Number of sector policies available	Sector policies exist and others are being developed	DGEP / MEF	Sector ministries	2009-2011	Each ministerial department has a sector policy The inter-ministerial monitoring and implementation framework is in coherence with sector plans	360	PS AFRM TFPs CST COMFIB / AN
	Establishing an inter-ministerial framework for monitoring and harmonising sector plans	Existence of a text on the establishment of the framework							
Reducing the internal and external shocks (vulnerability) of the economy	Implementing policies on the diversification of agricultural production and exports	Number of sectors exploited	Rural development strategy and strategy on development of exports	Departments of Agriculture, Environment, Animal Resources MCPEA	Departments of Agriculture, Environment, Animal Resources MCPEA	2009-2011	The vulnerability of the economy is reduced	25,000	PS AFRM TFPs CST COMFIB / AN Ministry of Forecasts MP
	Implementing a policy on the processing of agro-food products	Rate of processing of agro-food products	Strategy on promotion of SMEs and SMLs						
<b>OBJECTIVE THREE: PROMOTE SOUND PUBLIC FINANCE MANAGEMENT</b>									
Basing budget management on the objectives	Implementing the reform of the budget process for the	Existence of a reform manual and texts	Generalisation in all ministries and institutions of the budget	DGB / MEF	TFPs Private sector CSOs	2008-2010	Budget management based on objectives and	150	PS AFRM TFPs CST

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and results	full implantation of the budget programme		programme The process is ongoing				results is effective		COMFIB / AN
	Developing the 2009-2011 budget programme for the MIDs, MECVs, MATDs and the water and sanitation subsector	Existence of the 2009-2011 budget programmes for MIDs, MECVs, MATDs and the water and sanitation subsector		DGB / MEF DAAF / MID MECV MATD MARHA	National Assembly MEF	2008-2010	The MID, MECV, MATD and the water and sanitation subsector have a 2009-2011 budget programme		
Basing budget management on the objectives and results	Organising the implementation of the medium-term expenditure framework in all ministries	Number of ministries that have adopted the CDMT	Health MEBA MEF MESSRS	DGB / MEF	MS MEBA MEF MESSRS MJ	2009-2011	MS, MEBA, MEF and MESSRS have an MTEF and the Ministry of Justice has an experimental MTEF	100	PS APRM TFPs CST COMFIB / AN
	Developing a procedures manual on the budget programme, and training the actors on the MTEFs and budget programme	Existence of a procedures manual and report on training of actors	SRFP action plan	DGB / MEF					
Improving the quality of budget estimates	Establishing revenue forecasting tools	Existence of a model for estimation of revenues	Revenue forecast model being developed	DGB DEP DGEP	MEF and other ministries TFPs Private sector	2009-2011	The estimates are more realistic	150	PS APRM TFPs CST



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	Improving the tools for programming expenditures	Differences between the programmes and actual expenditures	Procurement plans, review of PIP process	DGB DEP DGEP	Ministry of Economy and Finance and other ministries TFPs Private sector		The programming is more realistic		COMFIB / AN
Making the execution of budget expenditures more fluid and rapid	Training actors of government contracts on the new regulation	Number of actors of the public contract sector trained	National strategy for strengthening capacities in the government contract sector	DGB DGMP DGTCP	MEF TFPs CSOs Private sector	2009-2011	The execution of budget expenditures is smooth and rapid The budget execution is efficient	350	PS AFRM TFPs CST COMFIB / AN
	Training all actors of the expenditure chain on procedures of public spending	Number of actors of the expenditure chain trained	Computer master plan of the MEF	DSI DGB DGMP	MEF TFPs CSOs Private sector		All the actors master the expenditure chain		
	Extending the delegation of credits to all ministries and some budget headings	Number of ministries / budget headings covered by the delegation of credits	Opening of regional budget services and creation of new regional treasuries	DGB DGTCP	MEF TFPs CSOs Private sector		All the ministries benefit from budget delegation		
	Establishing a procedures manual on delegated credits	Existence of a manual on credit procedure		DGB / MEF	DAF / Ministries		Efficient management of delegated credits		

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Accelerating the transfer of competences from the state to the territorial communities	Extending the regionalisation of recruitments to other new sectors	Number of agents recruited in the new sectors for the regions	Annual recruitments into the public service	MEF MFPRE	MEF MFPRE MATD	2009-2011	The transfers of competences to the territorial communities are effective	150	PS APRM TFPs CST COMFIB / AN
	Handing over the reformed material of the state to the territorial communities	Number of reformed materials handed over to the territorial communities		MEF MATD Governorate	MATD MEF Local communities				
Increasing the financial resources of the territorial communities	Partially transferring certain taxes to the territorial communities (the VAT, for example)	Number of taxes partially transferred to the territorial communities	Decentralisation of local development fund	DGI DGB DGTCP	MEF MFPRE MATD Territorial communities Governorate	2009-2011	The financial resources of the communities have increased significantly	100	PS APRM TFPs CST COMFIB / AN
	Totally transferring certain taxes to the territorial communities (the IUTS of agents of the territorial communities, for example)	Number of taxes totally transferred to the territorial communities	The local development fund	DGI DGB MFPRE MATD	MEF MFPRE MATD Territorial communities Governorate				
	Establishing a consulting framework for verifying the collection of tax revenues	Existence of a consultation framework for verifying the collection of tax revenues		Territorial communities					

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Improving control of the management of expenditures	Pursuing the strengthening of the capacities of the control bodies (ASCE, IGF, CC, technical inspection) for management of public finances (human resources, equipment and training)	Trend of the budget share allocated to the control bodies	SRFP and specific support projects	PS PPF ARMP DGB DCMP	MEF TFPs Audit Office ASCE MJ	2009-2011	The control of management of expenditures is efficient; the capacities of the actors have been strengthened	550	PS APM TFPs CST COMFIB / AN MJ
	Enhancing the operational independence of the Audit Office through recruitment by competitive examination of additional financial magistrates	Number of financial magistrates recruited							
	Implementing the training plan of the Audit Office	Implementation report							
	Organising the consultation framework of the control bodies	Existence of organisation texts							

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	Adopting and disseminating the regulatory texts and standard documents (model, bid documents, CCAG) relating to the new community and national regulatory framework	Number of texts disseminated							
Improving the control of management expenditures	Adopting and disseminating the buyers' guides	Number of guides adopted and disseminated		MEF TFPs	MEF TFPs Audit Office ASCE	2009-2011	The control of the management of expenditures is efficient  The capacities of the actors have increased	650	PS APM TFPs CST COMFIB / AN
	Adopting and disseminating other texts	Number of texts adopted and disseminated							
	Developing and implementing a national strategy for strengthening capacities in public procurement	Existence of a strategy and a capacity-building plan							
	Operation-lising the SIMP on an experimental basis in three ministries	Number of ministries and regions using the SIMP							

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	(MEBA, MS and MEF) and in seven regions								
	Establishing the link between the integrated system for administrative and salary management of public servants and the computerised expenditure circuit	Existence of an interface							
	Fully implementing the six modules of the integrated circuit of external funding	Implementation report							
	Improving the procurement procedures	Rate of execution of contracts							
<b>OBJECTIVE FOUR: FIGHT AGAINST CORRUPTION AND MONEY LAUNDERING</b>									
Fighting efficiently against corruption	Operationalising and making the ASCE efficient Ensuring the civic and moral education of citizens	Functionality of the ASCE Number of corruption cases treated		MEBA MESSRS MPDH	Any ministry and institution CSOs	2009-2011	The fight against corruption is more efficient	100,000	

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Fighting against money laundering	Establishing the CENTIF and making it operational	Existence of texts on the creation and functioning of the CENTIF Activity reports		DAMOF DG Police IGE IGF	Ministry of Security Association of Banks MJ WAEMU/ BCEAO	2009-2011	The fight against money laundering is effective	5,000	PS AFRM CST Ministry of Security Association of Banks MJ WAEMU/ BCEAO CSOs
	Conducting sensitisation campaigns among the populations	Number of sensitisation campaigns							
<b>OBJECTIVE FIVE: ACCELERATE REGIONAL INTEGRATION BY PARTICIPATING IN THE HARMONISATION OF MONETARY, TRADE AND INVESTMENT POLICIES</b>									
Accelerating regional integration by participating in the harmonisation of monetary, commercial and investment policies	Establishing an organisational framework for implementation of regional decisions and directives	Existence of an implementation framework	National Unit of ECOWAS	MAECR MEF	MAECR MEF	2009-2011	Regional integration is accelerated	700	PM MEF PS AFRM WAEMU ECOWAS CST CILSS
	Implementing the communication plan for the populations of WAEMU-ECOWAS in local languages	Implementation report	Communication plan at the WAEMU level	MTC MATD MT	MTC Specialised structures of WAEMU ECOWAS CILSS				
	Implementing measures for harmonisation of the road network, its management and exploitation	Implementation report	Community action plan of infrastructures and road transport	MID MT	Specialised structures of WAEMU and ECOWAS		Regional integration is accelerated		PM MEF PS AFRM

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	(facilitation of the transport) within the WAEMU-ECOWAS space								
Accelerating regional integration by sensitising the populations	Organising community days in Burkina Faso	Number of days organised	Preparation of the 2008 community days	MAE-CR	MATD	2008-2011	Regional integration is accelerated		APRM CSOs
<b>Subtotal II</b>								160,060	

## SECTION III: CORPORATE GOVERNANCE

ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
<b>STANDARDS AND CODES</b>									
Revising the regulatory tests of the electricity subsector	Establishing a team for revision of the regulatory texts	Existence of a team for reviewing the regulatory texts	Law adopted in November 2007 Two implementation texts being adopted	DGE / MMCE	MMCE MCPEA MEF	2009-2011	Texts adopted and institutions established	2,000	Inspection of mining and energy activities DP
Finalising the cottage industry code	Finalising the cottage industry code	Existence of a code		MCPEA	CCI-BF	2009-2011	The activity of the cottage industry sector is dynamic	50	MCPEA PS APRM CST
Organising the principles of guarantee, supervision and regularisation of insurance policies	Adopting texts organising the insurance sector	Existence of texts		MCPEA MEF Insurers' associations	Insurers' associations BCEAO	2009-2011	The principles of guarantee, supervision and regularisation of insurance companies are organised		PS APRM CST
Ensuring promotion of quality and hygiene standards	Adopting texts organising the hygiene sector	Existence of texts		National Laboratory	Consumers' associations MECV Municipalities MS	2009-2011	The promotion of quality hygiene standards is ensured		PS APRM Consumers' associations CST
Promoting the strengthening of audit and accounting	Promoting the strengthening of enterprises in accounting and	Training reports		MCPEA Enterprises	Order of Accountants	2009-2011	The enterprises are strengthened in the area of	100	PS APRM MJ Management board of



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standards	management						accounting and management		shareholders and auditors
Programming the gradual evolution of the banking sector towards the Basel II standards	Preparing the banks to introduce reforms for adapting to the Basel II standards	Reports on training and upgrading		Banks	APBEF-BF MEF Shareholders	2009-2011	The banks operate on the standards of Basel II	50	WAEMU BCEAO PS APRM CST
<b>OBJECTIVE ONE: PROMOTE AN ENABLING ENVIRONMENT AND EFFECTIVE REGULATORY FRAMEWORK FOR ECONOMIC ACTIVITY</b>									
Undertaking actions to ensure the operationalisation of the CEFAC	Adopting texts for operationalising CEFAC	Existence of texts		MCPEA		2009-2011	The CEFAC is operational		CCI PS APRM Private sector Employers CST
Decentralising the activities of CEFORE with the opening of CEFORE offices in Bobo-Dioulasso, and in regions in the North and Centre-East	Adopting provisions for decentralising the CEFORE	Number of CEFOREs created in the regions	CEFORE of Ouagadougou and Bobo-Dioulasso functional	Enterprise House	Ministry of Commerce Business promoters Governorate	2009-2011	The creation of enterprises is improved	50	PS APRM Private sector MEBF CST
Establishing the interconnection between CEFORE and partner administrations	Establishing the interconnection	Existence of a computer system		MEBF Ministry of Posts and Telecommunications Ministry of Commerce		2009-2011	The fluidity of information and communication is achieved	100	PS APRM MCPEA CST
Accelerating the creation and	Decentralising	Existence of CGAs in the 13	Sensitisation	CCI-BF		2009-2011	The potential of the regions	50	MCPEA

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establishment of authorised management centres (CGA)	the CGA	regions	campaign				is better organised and exploited		PS APRM Private sector Employers CST
Creating a centre for studies of trades and communications (CEMEQ)	Adopting texts on the creation of the CEMEQ	Existence of texts		CCI-BF MESSRS MEBA	MJE CCI-BF	2009-2011	The private sector is endowed with highly qualified professionals	10,000	PS APRM MCPEA Private sector Employers MJE CST
Creating an observatory on the business climate	Adopting texts on creation of the observatory on the business climate	Existence of texts		Ministry of Labour MEF Enterprise House	CCI MJ TFPs	2009-2011	The business world attracts private investments	5,000	MCPEA PS APRM Private sector Employers TFPs CST
Conducting studies for the creation of a bank for SMEs	Conducting a study on the creation of a bank for SMEs	Existence of the report on the study		CCI-BF Ministry of Commerce	MJ APBEF-BF Chamber of Agriculture TFPs	2009-2010	The SMEs have appropriate sources of funding	100	MCPEA PS APRM Private sector Employers CST
Establishing a specific fund for enterprise creators	Creating a support fund for enterprise creation	Existence of the funds		CCI-BF	MEF TFPs BCEAO / WAEMU MEBF	2009-2011	Enterprise creators find adapted funding	50,000	MCPEA PS APRM Enterprise House Chamber of Agriculture

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Developing an integrated system for managing the activities of CEFORE	Formulating an enterprise development programme for increasing the size and competence of local enterprises	Existence of a programme		CCI-BF	MEF TFPs MEBF	2009-2011	The enterprises are competitive The management of the activities of CEFORE is integrated	100	PS APRM CST MEF
Publishing the annual activity report of the (CGA) of Ouagadougou and Bobo-Dioulasso	Publishing the annual activity report of the CGA	Existence of annual activity reports of the CGAs	Sensitisation campaign	CCI-BF	MEBF	2009-2011	The annual activity report is published regularly	100	MCPEA PS APRM Private sector Employers
Creating the centre for electronic resources for business (CREA)	Adopting texts on the creation of the CREA	Existence of texts		CCI-BF	MEF TFPs MCPEA	2009-2011	The ICTs are efficiently used in business circles	10.000	MCPEA / TFPs Private sector Employers CST
Reforming the National External Office (ONAC)	Ensuring the reform of the ONAC	Existence of the texts and reform mechanism	Study launched for the institutional reorganisation and for the national export strategy	MCPEA	CCI-BF	2009-2011	The ONAC is restructured	50	PS APRM CST
Promoting the transport industry and conditions for the transit of goods	Implementing a new institutional framework through the adoption of the orientation law of the sector	Existence of implementation texts of the orientation law of the sector	Orientation law of the transport sector has just been adopted	MT MMI	MT MMI CBC Unions of transport owners	2009-2011	The transport industry is developing The transit conditions are improved	50	PS APRM CST Transport unions

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Improving the maintenance of road infrastructures	Operationalising the road maintenance	Respect of credits voted for road maintenance	The road maintenance fund is operational	MT MMI	MT MMI CBC Transport unions	2009-2011	The road infrastructures are good	5,000	PS APRM CST MCIA
Intensifying the liberalisation of the economy	Completing the privatisation programme	Number of enterprises privatised	The audits are conducted	MCPEA	Government TFPs	2009-2011	The privatisation programme is completed	10	PS APRM CST MCIA TFPs
Creating an agency for the promotion of investment	Adopting texts on the creation of the investments promotion agency	Existence of texts		MCPEA MEF	MEF MAE CSBE	2009-2011	The country attracts more investments	10,000	PS APRM MEF CSBE CST MCIA
Launching the architectural studies of the World Trade Centre in the ZACA project	Conducting the study on the World Trade Centre	Existence of the study		CCI-BF	TFPs Private sector MEF	2009-2010	The World Trade Centre is operational	100	TFPs Private sector Employers Unions
Creating a technology for the promotion of SMEs in the ZAD II of Ouagadougou	Adopting texts on the creation of the techno-city	Existence of texts		MCPEA	MEBF CCI-BF TFPs Municipalities	2009-2011	The SMEs are promoted	2,000	Private sector PS APRM Employers
Developing an agro-pastoral investment code	Developing the agro-pastoral investment code	Existence of the code		MAHRH	MEF MRA	2009	Investments in the agro-pastoral sector are promoted	50	PS APRM MEF MRA

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Implementing the action plan of the national micro-finance strategy	Operationalising the micro-finance strategy	Report on the implementation of the action plan	The action plan is operational	MEF	APIM-BF Local communities TFPs Banks BCEAO	2009	Micro-finance contributes to increased income-generating activities	1,000	MEF PS APRM TFPs ONG Associations
Strengthening the capacities of APIM-BF	Developing the strategy for the strengthening of the capacities of APIM-BF, and implementing the strategy	Existence of the strategy document and implementation reports		MEF APIM-BF	MEF MEBF MATD	2009	The APIM-BF accomplishes its functions with efficiency	2,000	PS APRM Local communities
Conducting a study on the determinants of savings and private investment	Developing the study on the determinants of savings and investment	Existence of the study		MEF	CSBE APBEF-BF MCPEA MESSRS	2009-2011	The determinants of investment savings are available for implementation of the policy on mobilisation of savings and investment	100	PS APRM MCPEA
Conducting a study on the medium-term impact of the APEs	Updating the study on the impact of the APEs	Existence of the updated study		MCPEA	MEF CCI-BF CSOs Chamber of Agriculture ECOWAS	2009-2011	The impacts of APEs on Burkina Faso are better defined	100	CAPES MEF DGC PS APRM CSOs
Strengthening the cotton sector / regional	Intensifying consultations with West African	Consultation reports	Creation of an integrated regional cotton	MEF	WAEMU MCPEA	2009-2011	Cotton provides a value-add to	200	PS APRM Farmers'

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consultation framework on cotton	countries		industry ongoing		TFPs		the economy of West African countries		organisations CCI-BF
Organising the informal sector	Organising the informal sector	Existence of texts on organisation of the informal sector	Information and periodic sensitisation on the entire national territory ongoing	Director of taxes	MEF	2009-2011	The informal sector contributes effectively and efficiently to development	1,000	PS APRM TFPs MCPEA
Reforming the taxation system	Reviewing the tax code	Existence of a new tax code	Ongoing	DGI	Private sector Employers Ministry of Commerce	2009-2011	The business climate is improved and revitalised	50	Prime minister's office PS APRM MEF
Constructing the rail link between Burkina Faso and Niger	Extending the railway line to the Sahel and to Niamey	Existence of the railway line	Ongoing	MT	Private sector ECOWAS Ministry of Economy NEPAD	2009-2011	The potential of Burkina Faso as a transit country is enhanced	2,000,000	PS APRM Private sector
Participating in the subregional consultation framework on the institution of a bank reform	Establishing the consultation framework	Existence of texts		BCEAO WAEMU	APBEF MAE-CR MEF	2009-2010	The subregional banking reform is effective	1,000	PS APRM Private sector MCPEA
Conducting studies for an optimal exploitation of dams	Conducting the study on the real potential of dams	Existence of the study		MARH Local communities	MECV MI	2009-2011	The dams are better exploited	1,000	PS APRM MI MECV
Eliminating obstacles to the	Asphalting earth roads and	Number of kilometres of	PST 2	MID	MEF	2009-2011	Roads are asphalted or	600,000	PS APRM

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development of the private sector associated with the inadequacy of road infrastructures	improving the road networks	roads asphalted and strengthened		MT	ECOWAS WAEMU		reinforced		Private sector CSOs
Reducing payment deadlines for road maintenance SMEs	Ensuring regular functioning of FER-B	Respect of average deadlines for payment	Operationalisation of FER-B ongoing	MEF MID	MEF MID PME	2009	The payment delays are reduced	PM	Private sector CSOs
Training entrepreneurs and their staff in particular in the area of public works (BTP)	Training actors and ensuring the efficient functioning of SMIs	Number of SMIs trained and upgraded	Training in the framework of the PST 2, the CDE and the enterprise house	MID	PME TFPs Training structures of the BTP	2009-2011	The SMEs are trained	700	Enterprise House
<b>OBJECTIVE TWO: ENSURE THAT ENTERPRISES BEHAVE LIKE GOOD CORPORATE CITIZENS IN TERMS OF HUMAN RIGHTS, SOCIAL RESPONSIBILITY AND SUSTAINABILITY OF THE ENVIRONMENT</b>									
Establishing a (green) accounting system	Adapting the various political, economic and environmental tools to this requirement of preservation of the environment	Existence of the green accounting system	Environmental compatibility project	PS CONNED	MCPEA MECV Private sector MEF	2009-2011	The effects of activities of the enterprises on the environment are costed	500	MECV PS APRM CES CSOs
Creating a tax credit on the environment	Creating the tax credit on the environment	Existence of the de-pollution fund	De-pollution fund financed by ONEA	DGI	MEF MECV Private sector	2009-2011	The environment is better integrated by the enterprises into their activities	300	PS APRM CSOs PS CONNED
Organising a training session on	Organising training sessions	Number of		MJ	Private sector	2009-2011	Ownership of OHADA	300	PS APRM

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the provision of OHADA	on OHADA	training sessions			Magistrates ERSUMA		standards		Private sector Enterprise House
Sensitising the population on the new labour code	Organising sensitisation sessions	Number of sessions		MTSS	Employers Unions MJ ANPE	2009-2011	The new code is better known	300	PS APRM Unions Ministry for the Promotion of Human Rights
Revising the collection agreements of 9 July 1974	Reviewing the 1974 collective agreements	Existence of the document		MTSS	Employers Unions MTSS MJ MFPRE ANPE	2009-2011	The workers are better protected	150	PS APRM MPDH BIT Employers Unions
Strengthening the capacities of the labour administration	Training staff in charge of the labour administration	Number of inspectors of labour controllers and social laws trained	Measures to be taken	Labour Department DRH / MTSS	MTSS ANPE	2009-2011	The inspectors and labour and social laws controllers are retrained	200	PS APRM CST MTSS ANPE
Promoting occupational hygiene and security and extending them to the informal sector	Instituting a special fund in support of enterprises that are candidates for the improvement of hygiene and occupational safety	Existence of the special fund Number of enterprises that have benefited from the fund	Measures to be taken	Health and Occupational Safety Department / MTSS		2009-2011	The support fund is established by the government	5,000	PS APRM MEF Unions Employers MTSS MCPEA OIT / BIT CST
Strengthening the capacities of the inspection of	Training a great number of occupational	Number of doctors trained in relation to	Measures to be taken	Occupational Medicine	MTSS OST	2009-2011	Labour inspectors are trained in	200	PS APRM MTSS



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occupational medicine	doctors to cover the entire territory	required standards		Inspection DRH / MTSS			sufficient quantity to meet the needs		OST CST
Harmonising the management of non-occupational diseases within enterprises	Instituting a health insurance system for workers of the informal sector	Existence of health insurance structures	Measures to be taken	Social Protection Department / MTSS	Unions Employers CNSS	2009-2011	Workers of the formal and informal sectors benefit from health insurance	100	PS APRM OIT / BIT CST
Instituting a mechanism for guaranteeing salaries in case of insolvency of employers	Strengthening the financial and managerial capacities of FONA-DR	Number of employees paid in case of insolvency	Measures to be taken	Labour Department FONA-DR / MTSS	Unions Employers MEF	2009-2011	Workers are protected against insolvency of employers	200	PS APRM Unions MTSS OST CST
Establishing new collective agreements in sectors not covered, such as banks, bakeries, road transport, estate management and the press	Establishing new collective agreements in sectors not covered	Existence of new collective agreements		MTSS	APBEF CSC Unions Employers	2009-2011	Workers, notably those working for banks, bakeries, road transport and the press, are better protected	150	MPDH PS APRM Unions Employers OIT / BIT CST
Ensuring the training of magistrates in economic, financial and commercial areas	Training magistrates in the economic, commercial and management fields	Number of magistrates trained		MJ	MESSRS ENAM	2009-2011	Magistrates are equipped with economic, commercial and managerial skills	200	PS APRM Unions CST

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Ensuring improvement of the training of the youth and the different actors of the economy through available funds and support mechanisms	Ensuring efficient training of young enterprise creators	Number of young promoters trained		MJE MESSRS	MESSRS MCPEA Youth organisations FAIJ FAPE FAPPA FASI	2009-2011	Young people are qualified in their respective areas	200	PS APRM MEBF ANPE CST
Improving the partnership between the state and the private sector in the area of training of the private sector	Implementing supervision and training programmes for the private sector	Number of programmes implemented		MCPEA	Private sector Employers ANPE MEPF	2009-2011	The private sector is better organised to ensure its RSE	200	PS APRM Employers ANPE BIT MESSRS MEBF CST
Ensuring the establishment of a taxation system more adapted to the agro-food sector and which deals with the processing of local products	Adopting a more adapted tax system	Existence of tax provisions adapted to the agro-food sector		MEF	Unions MEF Prime minister's office	2009-2011	The tax administration is qualified and operates efficiently	150	PS APRM CCI-BF MEBF CST Prime minister's office
Guaranteeing the granting to the tax administration of financial and human resources indispensable for the efficient	Strengthening the capacities of the taxation authorities in all regions	Trend of credits allocated to taxation authorities		MEF	MEF MFPRE Prime minister's office Unions	2009-2011	The tax administration is qualified and operates efficiently	2,000	Prime minister's office PS APRM CCI-BF MEB

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functioning in all regions									CST
Ensuring adequacy of education and the private sector	Reforming the educational system	Existence of texts on the reform	Reform of the educational system ongoing	MESSRS MEBA	Unions CSOs	2009-2010	Education is of better quality and more adapted to the needs of the market and employment	150	PS APRM Prime minister's office CST
Ensuring the operationalisation of the environment inspectors in the 13 regions	Strengthening the capacities of the environment inspectors in the regions	Number of inspectors trained		MECV	PS CONNED MEF Governorate	2009-2011	The environment is conducive to sustainable development	200	PS APRM PS CONNED MATD Ministry for the Promotion of Human Rights
<b>OBJECTIVE THREE: PROMOTE THE ADOPTION OF CODES OF ETHICS IN BUSINESS IN THE PURSUIT OF CORPORATE GOALS</b>									
Making operational the Ouagadougou arbitration, mediation and conciliation centre for arbitration (CAMC-O)	Starting the activities of the arbitration centre	Activity report	Ensuring decentralisation in the other regions	MCPEA	TFPs MEF MCPEA	2009-2011	The business climate is improved, organised and transparent	7,000	PS APRM Private sector Law society CST
Making operational the chambers of commerce within the High Courts (TGI)	Strengthening the capacities of the chambers of commerce	Number of operational chambers		MJ	CCI-BF Law society Employers	2009-2011	Decisions are taken with diligence and equity.	2,000	MPCEA PS APRM Unions Employers CST
Intensifying the fight against money laundering in the	Establishing a system of rapid information	Existence of an information system		MEF BCEAO	Unions MEF WAEMU /	2009-2011	Money laundering has decreased	200	PS APRM CSOs

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banking sector	movements of important funds not related to current commercial transactions			WAEMU MAE-CR APBEF-BFR	BCEAO ECOWAS		considerably		Private Sector Unions Prime minister's office
Encouraging enterprises to ensure efficient recruitment and continuing professional training of their employees	Strengthening the capacities of enterprises	Number of enterprises with a continuing vocational training programme		MTSS	ANPE Employers MESSRS	2009-2011	Enterprises make better recruitments and provide professional training to their employees	3,000	PS APRM ANPE MESSRS MJ CST
<b>OBJECTIVE FOUR: ENSURE THAT ENTERPRISES TREAT ALL THEIR PARTNERS IN A FAIR AND EQUITABLE MANNER</b>									
Encouraging enterprises to adopt the business code of ethics which comprises the respect of all commitments vis-à-vis clients, suppliers and creditors	Sensitising enterprises on corporate codes of ethics	Number of sensitisation and training sessions		CCIA-BF	MCPEA Employers MJ ANPE	2009-2011	Enterprises respect their commitments to clients, suppliers and creditors	200	PS APRM MEBF Private sector Employers CST
Strengthening the control of counterfeit drugs and imported food products at the customs checkpoint and along the borders, and encouraging cooperation	Strengthening the operational capacities of the customs service and organising sensitisation sessions on cooperation between customs and labour /	Number of customs officers recruited and trained Number of sensitisation sessions and cooperation between customs	Measures to be taken	MTSS	MEF CSOs MS Consumers' associations MCPEA	2009-2011	Considerable decline in the area of drugs, counterfeits and food products imported and improvement of the cooperation	20,000	PS APRM ECOWAS Consumers' Associations CSOs CST

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between customs and inspectors of the Ministry of Labour and Social Security	social security inspectors	and labour / social security inspectors					between customs and inspectors of MTSS		
Encouraging the national public health laboratory to promote responsible invoicing and provide for appropriate sanctions	Sensitising the national public health laboratory to promote responsible invoicing	Number of sensitisation sessions		MS	LNPS MEF ONG CSOs	2009-2011	Invoicing is more responsible	100	PS APRM CSOs MEF CST
Assisting the consumers' associations to establish units in all regions of the country	Decentralising consumers' associations	Number of regions with functional consumers' associations		CCIA-BF	MATD MCPEA Private sector Employers	2009 - 2011	The interests of consumers are efficiently defended on the entire national territory	40	PS APRM Private sector Employers MCPEA CSOs CST
Strengthening the national public health laboratory to ensure efficient control of consumer products	Sensitising producers on the control	Number of sensitisation campaigns	Consultations with producers for the signing of the control agreement	MS	LNPS MEF ONG CSOs Private sector	2009-2011	The controls are more systematic	1,000	PS APRM CSOs MEF Producers CST
Encouraging the training of all employees of enterprises in the regions of the country	Training employees of enterprises in the regions	Number of employees trained	training of all	ANPE	MTSS CCIA-BF Unions MEBF	2009-2011	The human capital of enterprises is strengthened in all 13 regions	200	PS APRM Private sector Employers Unions CST

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Applying the labour code to ensure that the unionisation of efforts is not blocked by the enterprises	Applying the labour code	Number of decisions taken		MJ	Unions MTSS Employers	2009-2011	The interests and conditions of workers, more particularly in the private sector, are protected	100	PS APRM Private sector Employers MTSS CST
<b>OBJECTIVE FIVE: PROVIDE FOR THE ACCOUNTABILITY OF ENTERPRISES, AND OF THEIR MANAGERS, DIRECTORS AND EXECUTIVES</b>									
Establishing an economic intelligence master plan and an economic watchdog	Developing and instituting a master plan and an economic observatory	Existence of a master plan and an economic observatory		CCI-BF	Private sector Employers MEF Ministry of Communication	2009-2011	Economic information is available and used by all the economic actors	300	MCPEA MEF PS APRM Private sector Employers CST
Establishing a National Statistics Council (CNS) and providing more resources to the National Institute of Statistics and Demography	Creating a National Statistics Council Strengthening the capacity of the INSD	Reports of CNS sessions	The National Statistics Council is created and operational	MEF	MEF IGE BCEAO WAEMU MESSRS MEF	2009-2011	The data is reliable and updated	1,000	PS APRM WAEMU TFPs MESSRS CST
Improving the intervention condition of auditors, registered auditors and chartered accountants	Strengthening the capacities of auditors, registered auditors and chartered accountants	Number of auditors, authorised auditors and chartered accountants trained		MEF	Order of Chartered Accountants HACL	2009-2011	The independence and objectivity of the judgements and efficient execution of their missions are guaranteed	200	PS APRM MEF Employers MJ CST

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Strengthening the capacities of the labour administration	Training the staff in charge of labour administration	Number of inspectors and controllers of labour and social laws trained		Labour Department DRH / MTSS	MTSS ANPE	2008-2010	The inspectors and controllers of labour and social laws are retrained	200	PS APRM MTSS ANPE
Improving the management of energy	Establishing the regulatory body of the electricity subsector	Existence of the text	Text being adopted by the government	DGE / MMCE	MMCE MEF MCPEA	2008	Energy consumption is controlled	150	Inspection of Mining Energy Activities DEP
	Developing the national action plan on energy control	Existence of the action plan	Measures and studies on the ongoing theme	Energy Management Unit	MMCE MEF	2010	National plan available	200	Ministry of Economy and Finance / Equipment Department
Regulating the mining sector	Reviewing the mining code	Existence of a new mining code	Strengthening the capacities of the DGMGC (PACDE)	DGMGC / MCE	Union of Professional Miners of Burkina (GPMB) Private sector	2008-2009	Increase in investment in the sector	40	IGAME / MCE DEP / MCE
Regulating the transport sector	Adopting the orientation law on the transport sector	Existence of the orientation law on the transport sector		MT MEF	MEF MIH Transport union AN	2009	The sector is regulated	PM	MIH Transport union AN PS APRM CST CAPES
Popularising the use of ICTs in the private sector	Conducting a study to define a strategy for facilitating the development of a	Existence of the study		MPTIC Private sector	MPTIC Private sector	2009-2011	The private sector uses ICTs	450	PS APRM Private sector CST

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	local industry of services and e-jobs								
	Developing two sector cyberstrategies to promote the integration of ICTs in sector development policies	Existence of two sector cyberstrategy documents							
	Adopting in Cabinet the legal texts on development of ICTs and presenting the bills to the National Assembly	Report in Cabinet		MPTIC Private sector	MPTIC Private sector	2009-2011	The private sector uses ICTs		PS APRM Private sector CST
Operationalising the 2004-2007 audit	Implementing at least two main recommendations of the 2004-2007 operational and financial audit	Existence of the report on the implementation of the audit recommendations		MEF MPTIC	Private sector MPTIC MEF ONG	2009-2011	The audit is operational	50	PS APRM CST Private sector TFPs ONG
Strengthening the capacities of SOFITEX	Recruiting (or appointing) a risk management officer within the management of SOFITEX and adopting a risk management strategy (with the	Existence of a recruitment report Existence of a risk management strategy document		MCI SOFITEX	MEF MCI ONAC CCI	2009-2011	SOFITEX is efficient	50	PS APRM CST ONAC MEF



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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
	support of the World Bank)								
	Producing the certified accounts for 2008 by reducing the number reserved compared to the 2007 certified accounts	Existence of a report on certified accounts							
Promoting investment at the presidency	Creating the Presidential Investment Council and the National Investment Promotion Agency	Existence of the text	The presidential council of investors is created	Presidency of Faso	PM Employers PF CSBE	2009-2011	Investment is promoted from the top	1,000	PS APRM CST PM CSBE
Regulating the mining sector	Reviewing the mining code	Existence of a new mining code		MEMC MEF	MEF Union	2009-2011	The mining sector is regulated	50	PS APRM MEF Unions
	Finalising the sector policy of the Ministry of Culture, Tourism and Communication to meet the challenge of tourism	Existence of the sector policy of the Ministry							
Promoting the cottage industry	Operationalising the Chamber of Trade and Cottage Industry of Burkina Faso	Activity report of the Chamber of Trades and Cottage Industry of Burkina Faso		MCTC	MCTC SIAO FEPSACO SNC	2009-2011	Burkinabe cottage industry is prosperous	100	PS APRM CST MCTC SIAO

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					Private sector				FEPSACO SNC
Improving the management of migration in Burkina Faso	Formulating the national policy on the management of migrations in Burkina Faso	Existence of the national policy		MACR CSBE OIM	MS MT OST MCTC MASSN TFPs ECOWAS WAEMU	2009-2011	Migration is better monitored	150	MS MT OST MCTC MASSN PM TFPs ECOWAS WAEMU
<b>Subtotal III</b>								2,750,390	

## SECTION IV: SOCIOECONOMIC DEVELOPMENT

ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
<b>STANDARDS AND CODES</b>									
Complying fully with the standards and codes of the APRM	Signing, ratifying and domesticating the pending standards and codes	Number of pending standards and codes ratified	The government is at the point of presenting an implementation bill to Parliament	Ministries of Justice and Foreign Affairs and the National Assembly	Important ministries of the government, Human Rights Commission and various civic education bodies	2009-2011	Standards and codes ratified and domesticated	250	Human Rights Commission and CSOs PS APRM CST
	Organising civic education programmes for sensitising the populations on the standards and codes	Existence of modules and curricula	Specification of efforts deployed to sensitise the populations on the standards and codes	Human Rights Commission					
<b>OBJECTIVE ONE: PROMOTE SELF-RELIANT DEVELOPMENT AND CAPACITY BUILDING TO GUARANTEE SELF-RELIANT DEVELOPMENT</b>									
Improving self-funding of development policies and programmes	Mobilising domestic resources	Proportion of external resources in the budgets	PRSF, an initiative that requires that a project submitted to donors should contain the contribution of the beneficiary populations	Ministry of Economy and Development	Important ministries of the government Project managers	2009-2011	Part of external funding reduced by at least two-thirds	100	Ministry of Economy and Development PS APRM COMFIN / AN CST
Improving the national health coverage	Constructing and rehabilitating	Average theoretical action range	Implementation of the PNDS	Ministry of Health	Ministry of Health MEF	2009-2011	The health of the population is improved	120,000	CST PS APRM

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	health facilities				TFPs				CS-PNDS
<b>OBJECTIVE TWO: ACCELERATE SOCIOECONOMIC DEVELOPMENT TO ACHIEVE SUSTAINABLE DEVELOPMENT AND ERADICATE POVERTY</b>									
Achieving the objectives of the PRSF	Accelerating the implementation of the strategy for strengthening public finance	Number of activities carried out		Government CSOs Private sector	Government TFPs CSOs Private sector	2009-2011	Poverty is on the decline	PM	CST PS APRM PS Good Governance TFPs CSOs Private sector CV and General Councils
	Implementing the national population policy	Implementation report							
	Strengthening the CONAPO and enhancing the efficiency of its actions	Trend of budget credits Number of agents trained in the area of the population							
	Promoting the contribution of Burkinabe abroad to national development	Number of sensitisation and information missions		MAE-CR (CSBE)	MEF	2008-2011	The Burkinabe abroad contribute more to national development	PM	APRM CSOs
	Developing a sustainable development strategy based on Burkina 2025	Existence of strategy document		Government CSOs Private sector	Government TFPs CSOs Private sector	2009-2011	Poverty is on the decline	PM	CST PS APRM PS Good Governance TFPs CSOs

ANNEXURE I: NATIONAL PROGRAMME OF ACTION

ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
									Private sector CV and General Councils
	Conceiving a voluntarist strategy aimed at reducing the vulnerability of the country to exogenous shocks	Existence of strategy document		Government CSOs Private sector	Government TFPs CSOs Private sector	2009-2011	Poverty is on the decline	PM	CST PS APRM PS Good Governance TFPs CSOs Private sector CV and General Councils
<b>OBJECTIVE THREE: STRENGTHEN POLICIES, DISTRIBUTION MECHANISMS AND RESULTS IN KEY AREAS: EDUCATION, HEALTH AND CONTROL OF HIV/AIDS</b>									
Making the communication plan of the PRSF operational	Intensifying communication on HIV / AIDS, PDDEB and PNDS	Existence of a communication plan Number of communication campaigns	Implementing the PRSF	MEBA PS CLS-IST Ministry of Health	MEBA PS CLS-IST Ministry of Health CSOs PS PDDEB	2009-2011	The communication plan is operational	2,000	PS APRM CAPES
Adopting the law on rural land as well as its implementation texts	Developing application texts on the law on rural lands	Existence of implementation texts	The law has been adopted	Ministry of Justice Ministry of Agriculture CSOs	Ministry of Justice Ministry of Agriculture CSOs Parliamentarians	2009-2011	The law and its implementation texts are adopted	50	CAPES PS APRM
Improving the study conditions in	Generalising the school	Existence of a school canteen	Existence of school canteens	MEBA	MEBA	2009-2011	The quality of the conditions of	200,000	MEF

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ACTIVITIES BY APRM OBJECTIVE	ACTIONS REQUIRED	VERIFIABLE INDICATORS	ONGOING INITIATIVE, NOTABLY CURRENT PROJECTS OF THE GOVERNMENT	AGENCIES / INSTITUTIONS IN CHARGE OF IMPLEMENTATION	MAIN STAKEHOLDERS	SCHEDULE	EXPECTED RESULTS	ESTIMATED COST IN US DOLLARS (THOUSAND)	AGENCY / INSTITUTION IN CHARGE OF MONITORING AND EVALUATION
the primary, secondary and technical schools	feeding system	in each school		MERSS	APE MEF		study is better		PS APRM CST TFPs CSOs
	Conducting a study on improving the quality of study conditions	Existence of the study							
	Accelerating the implementation of the PDDEB	Rate of financial and physical execution	Phase 2 of PDDEB ongoing						
	Constructing hostels in secondary schools and universities for the young non-resident students and vulnerable youth	Existence of hostels							
Initiating a policy in favour of maternal and child health and against communicable diseases	Implementing the priority health interventions, including vaccination and malaria control	Rate of vaccination coverage per antigen Rate of lethality of malaria in the health facilities	Acceleration plan for the reduction of maternal and infant mortality Strategic plan for malaria Full multi-year plan of EPI	Ministry of Health	MEF MCTC TFPs CSOs	2008-2010	The MDGs associated with health are achieved	150,000	MCTC TFPs CSOs, PS APRM CST
	Ensuring that the Integrated Management of Childhood	Percentage of health facilities covered	PCIME coverage plan	Ministry of Health	MEF TFPs				TFPs CST PS APRM

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	Illness (IMCI) goes on scale								
	Ensuring that the prevention of mother-to-child transmission (PMTCT) of HIV goes on scale	Percentage of health facilities covered	National PMTCT programme	Ministry of Health	MEF TFPs				TFPs CST PS APRM
	Sensitising and educating the population on hygiene and accelerating implementation of the AEP strategy	Existence of a communication plan in public hygiene and reproductive health Number of sensitisation campaigns	National policy on public hygiene, IEC / health, protection of contraceptive products and a strategy for management of biomedical wastes	Ministry of Health	ONG Associations Municipalities	2009-2011	The communication plans in public hygiene and reproductive health are operational		PS APRM National public hygiene council and divisions Reproductive health consultation framework
	Implementing the nutrition strategic plan	Report on implementation of the nutrition strategic plan	Development of the nutrition strategic plan	Ministry of Health	National Council on Nutrition Consultation	2008-2010	The strategic plan is operational		PS APRM
Promoting access of the poor to basic education and illiteracy elimination services	Awarding scholarships Constructing proximity infrastructures	Number of scholarships Number of infrastructures built	PEN FONAEF	MEBA MESSRS MASSN	CSOs Private sector Education unions	2009-2011	The populations are more literate and educated	100,000	PS APRM PS PDDEB
Strengthening secondary and higher education	Recruiting teachers and building infrastructures	Number of teachers recruited Number of	The 2015 EPT, Fast-Track initiative, programme on	MEBA MESSRS	CSOs Private sector Education	2009-2011	Secondary and higher education are more accessible	100,000	PS APRM PS PDDEB

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	(canteens, schools etc.)	infrastructures	acceleration of the MDGs and the specific measures of the government in favour of girls' education		unions				
Promoting the practice of sports for all to ensure social well-being	Promoting popular physical and sporting activities	Number of proximity infrastructures	The construction of the Diébougou provincial stadium is ongoing	MSL PS National Commitments	MEF	2009-2011	Infrastructures are built and in use	1,560	Unions CSOs PS APRM
	Promoting keep-fit sports for the elderly	Number of infrastructures built		MSL PS National Commitments	MEF	2010-2011	Infrastructures are built and in use	200	Faso Bara CSOs Pensioners' Associations PS APRM
Developing competitive sports in the perspective of the emergence of high-level sports	Identifying and training young talents	Number of competitions organised for the youth	USSU-BF	MSL PS National Commitments	Sports federation PS National Commitments MSL	2009-2011	Continuation is ensured	50	Sports school and university federations PS APRM Association of Sports Activists
	Supporting and implementing development programmes of sports federations	Implementation reports	Subsidising the federations and ensuring their participation in national and international competitions	MSL PS National Commitments Sports federations	Sports federations	2009-2011	Teams are more competitive to ensure a better result	12,000	Federative structures National Olympic Committee PS APRM CSOs



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	Promoting equitable participation of women in physical and sporting activities	Index of man-woman parity in physical and sporting activities	The construction of the regional stadium of Koudougou and provincial stadia of Diébougou and Gourcy is ongoing	MSL PS National Commitments	Sports federations Sporting club Women's associations	2009-2010	Women are going to the stadia	1,090	Research Department PS APRM CSOs
	Promoting the practice of sports by the disabled	Number of disabled persons practising sports		PS National Commitments Sports federations MSL	Associations of disabled persons	2009-2011	Disabled persons feel less marginalised	PM	PS APRM CSOs Associations of disabled persons
Improving the development framework and making the conditions for the practice of sports more conducive	Training human resources	Number of persons trained	Initial training of teaching staff and youth advisers	INJEPS	MSL MJE	2009-2011	Sports men and women are better trained	PM	MESSRS CSOs PS APRM
	Developing the organisational and institutional framework	Existence of texts	The review of the organic texts of high-level sports	Administration	Sports federations	2009-2011	Sports are better organised	PM	Sports federations PS APRM CSOs
	Restructuring the union of school and university students	Existence of new texts Number of agents trained	The relaunching of school and university sports	MSL	Ministry of Youth and Employment MEBA MESSRS	2009-2011	Continuation is ensured	200	USSU-BF PS APRM CSOs
	Organising sports in the primary school	Number of competitions organised in primary	PM	MSL	MEBA	2009-2011	Competitions are better organised	100	PS APRM CSOs OSEP

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		schools							
	Developing a legal framework	Existence of organic texts	Project on development of texts is ongoing	MSL	OSEP USSU - BF	2009	A career plan is developed for high-level sports men and women	PM	PS APRM CSOs Federations
	Increasing and equipping sports infrastructures	Number of sporting infrastructures built and equipped	Construction of sports centres	MSL	National commitments Regional and Municipal Councils	2009-2011	Hand sports are getting more popular	360	National commitments MEF Communes PS APRM
Construction of velodromes			MSL	MEF	2009	Cyclists are competitive at the international level	2,100	PS APRM CSOs FBC	
Construction of an Olympic swimming pool			MSL	MEF	2009-2010	Burkina Faso has an international standard swimming pool	2,000	Burkinabe Swimming Federation Public Inspectorate	
Protecting pastoral activities	Ensuring sustainable management of pastoral resources	Number of spaces rehabilitated	Pastoral developments ongoing	MRA	MEF MAHRH MECV	2009-2011	The grazing grounds are developed and exploited	50,000	PS APRM PS CPSA
<b>OBJECTIVE FOUR: ENSURE AFFORDABLE ACCESS FOR ALL CITIZENS, ESPECIALLY THE RURAL POOR, TO WATER, SANITATION, ENERGY, FINANCE (INCLUDING MICRO-FINANCE), MARKETS, ICT, HOUSING AND LAND</b>									
Extending coverage of the informal sector support fund to the 45 provinces	Enhancing the intervention capacities of FASI	Number of provinces covered	Existence in 35 out of 45 provinces	PS National Commitments MEF MJE	PS National Commitments Ministry of Youth and Employment Ministry of	2009-2011	FASI covers the entire national territory	4,500	CAPES PS APRM CST

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					Economy and Finance CSOs Citizens Governorate				
Coordinating the action of the CSOs in the field with government action	Strengthening the regional consultation framework for implementation of the CSLP	Number of consultation meetings	Regional consultation framework Unit of CSOs PSONG BSONG	Regional consultation framework Unit of CSOs PSONG BSONG	Regional consultation framework Unit of CSOs PSONG BSONG MATD MEF	2009-2011	The actions of the CSOs are coordinated	100	BESONG APRM CGD PS APRM CST
Improving access to drinking water and electricity	Correcting the imbalances in access to drinking water between regions and within regions	Rate of reduction of imbalances	AEP strategy	MAERH MME	MAERH MME MECV MEF TFPs CSOs	2009-2011	The populations have better access to drinking water and electricity	100,000	PS APRM MECV MEF TFPs CSOs
	Accelerating the implementation of the electrification plan	Rate of access to electricity	PDSE PASE TEAM 9 FAD Spain Priority rural electrification programme	DGE SONABEL FDE	MEF MMCE TFPs	2005-2011	30% electricity rate achieved	400,000	MMEC PS APRM Local communities
Diversifying energy sources	Conducting diversification studies	Existence of the study		ME	MECV MEF	2009-2011	The populations have alternative sources of energy	150,000	MECV MEF

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					MIH CSOs TFPs		supply		MIH CSOs TFPs PM CSOs CST APRM
Improving access to sanitation	Improving access to sanitation of waste water and excreta (WWE)	Rate of access to WWE sanitation	Implementation of the action plan for the urban and rural WWE of the PN-AEPA	DGRE ONEA DRAHRH Communes	MAHRH Ministry of Health MEBA MATD TFPs MECV	2009-2011	5.7 million additional people are served and the rate of access to sanitation is increased from 10% in 2005 to 54% in 2015 in rural areas  2.1 million additional people are served and the rate of access to sanitation is improved	20,000	MAHRH Ministry of Health MEBA MATD TFPs PS APRM CST
Instituting sustainable and balanced management of water resources	Establishing basic capacities and constructing new water management spaces	Level of application of texts instituting the principles and tools of GIRE  Effectiveness of the functions of monitoring of water resources and	Implementation of the action plan for the integrated management of water resources (PAGIRE)  Eight areas of action regrouping around 100	DGRE PS PAGIRE DRAHRH Local communities ONG	CNEau CTEau TFPs MATD	2003-2015 in two phases: 2003-2008 2009-2015	The water police is operational  Basin organisations (CLE, water agency, etc.) are established and functional  The SNIEau is functional	10,000	MRA Ministry of Health MEBA MATD TFPs PS APRM CST

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		use Level of integration of the GIRE in sector policies	project sheets Implementation of the plan for construction of the National Water Information System (SNIEau)						
Opening up the country and promoting mobility of the populations	Rehabilitating rural roads	Number of kilometres of rehabilitated roads	Implementation of the National Rural Transport Strategy (SNTR)	MID MT	Local communities PME ONG CSOs	2009-2011	Improvement of the opening up of rural areas	100,000	DGEP CSOs
<b>OBJECTIVE FIVE: INDICATE PROGRESS MADE WITH RESPECT TO GENDER EQUALITY IN ALL CRUCIAL AREAS, INCLUDING GIRLS' EDUCATION AT ALL LEVELS</b>									
Reducing inequalities between boys and girls in access to the second cycle and higher institutions	Facilitating the enrolment of girls	Trend of the enrolment rate of girls	PDDEB	MEBA MESSRS CSOs MPF	MEBA MESSRS CSOs MPF MDH	2009-2011	The difference is reduced	10,000	Ministry for the Promotion of Human Rights MPF PS APRM CAPES
Improving the representation of women in management structures and bodies	Conducting advocacy and adopting laws	Number of advocacy actions Existence of laws	The electoral code Gender Caucus National Assembly	MPF Gender Caucus National Assembly Ministry for the Promotion of Human Rights CSOs	MPF Gender Caucus National Assembly Ministry for the Promotion of Human Rights CSOs	2009-2011	Women are better represented in decision-making structures and bodies	100	National Assembly Ministry for the Promotion of Human Rights CAPES CGD PS APRM
Reducing maternal	Improving financial	Rate of births assisted by	Strategies on grants for	Ministry of Health	Ministry of	2008-2010	Reduction in maternal and	36,000	PS APRM

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mortality	accessibility of the populations to childbirth assisted by qualified personnel in health facilities, and to emergency obstetrical and prenatal care	qualified personnel	deliveries and emergency obstetrical and prenatal care		Health PS CONAPO ABBEF		infant mortality		UNS APRM CS-PNDS
	Improving care and support for pregnant women	Rate of second antenatal consultation	Acceleration plan for the reduction of infant and maternal mortality	Ministry of Health					
	Improving family planning	Rate of contraceptive prevalence	Family planning strategic plan	Ministry of Health	PS CONAPO ABBEF	2009-2011	Reduction in maternal mortality Birth control	PM	
Empowering the organised women	Increasing the capacities in the equipment of women's organisations	Rate of exchange of equipment		MPF MEF MEBA MESSRS	CSOs MEF MEBA MESSRS TFPs	2009-2011	Women's associations are more dynamic	10,000	CSOs MEF MEBA MESSRS TFPs PS APRM CST
	Improving access to loans	Trend of the rate of access to credit							
	Implementing illiteracy elimination programmes	Number of programmes organised							

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<b>OBJECTIVE SIX: ENCOURAGE THE BROAD-BASED PARTICIPATION OF STAKEHOLDERS AT ALL LEVELS OF DEVELOPMENT</b>									
Accelerating finalisation of the decentralisation process	Accelerating the transfer of competencies Accelerating the transfer of financial resources	Trend of competences and budget votes transferred	CSMOD	MATD Ministry of Modernisation of the Administration	MATD Public service	From 2009	The populations participate in the development of their regions	50	PM APRM PS PNGB CST
Establishing mechanisms for monitoring the recommendations of forums organised in the country	Establishing a multi-sectoral committee for ensuring the monitoring / evaluation of the forums	Existence of a text on the establishment of the committee		MATD and sector ministries	MATD and sector ministries Employers	From 2009	The recommendations are implemented	100	Presidency of Burkina Faso PM APRM PS PNGB CST
Promoting regional social dialogue	Institutionalising an exercise similar to the self-assessment and the review mission	Number of social forums	Farmers' days Meetings between the youth and the President of Burkina Faso Government Private sector meeting	Governor of regions	MATD	2009 and beyond	The populations discuss the results and get involved in the dialogue on policies and strategies	100	Presidency of Burkina Faso PM APRM PS PNGB CST
Enhancing the efficiency of development aid	Adapting the aid to national priorities	Evaluation report	Report on development cooperation Existence of a national action plan on the efficiency of aid STELA	DGCOOP DGEP	MEF MAECR STELA TFPs MAE-CR		Aid is predictable	50	PM TFPs PS APRM PS PPF
	Harmonising the procedures of donors	Trend of direct budget support Rate of reduction of							

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		parallel aid management structures	CGAB						
	Enhancing national ownership of the development process	Degree of functionality of dialogue frameworks							
	Basing the management of aid on results	Existence of a matrix of results and performances Monitoring evaluation reports							
<b>Subtotal IV</b>								1,583,060	
<b>GRAND TOTAL</b>								4,907,215	



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## ANNEXURE II

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**BURKINA FASO**  
**UNITY-PROGRESS-JUSTICE**

**AFRICAN PEER REVIEW MECHANISM**

**COMMENTS AND CORRIGENDA  
OF THE BURKINABE GOVERNMENT  
ON  
THE REPORT OF THE PANEL OF EMINENT PERSONS  
OF THE AFRICAN PEER REVIEW MECHANISM  
CONCERNING THE REVIEW OF BURKINA FASO**

**MAY 2008**

## INTRODUCTION

1. The Burkinabe government learnt with great interest of the review report on Burkina Faso prepared by the Country Review Mission (CRM), which visited the country from 14 February to 16 March 2008. The government congratulates the mission on the quality of the report and commends it for the important work done during its brief stay in Burkina Faso. The government furthermore highly appreciates the efforts of the team and the pertinence of the mission's analysis, observations and recommendations.
2. The government of Burkina Faso also appreciates the spirit of consultation and dialogue shown by the team in its contacts with the Burkinabe authorities at all levels and with all other stakeholders during the African Peer Review Mechanism (APRM) process. All socio-professional sections will be able to recognise themselves in the report: the governors and the governed, the youth, women, politicians, voters, farmers, city dwellers, the business world, union organisations, etc.
3. This is why Burkina Faso welcomes, with a sense of responsibility, the conclusions and recommendations of the review mission of the APRM. Burkina Faso will strive to enhance the rich lessons and recommendations with a view to ensuring the efficient piloting of its development process in the context of the difficult economic situation facing the world economy, as well as with regard to the medium and long term.
4. The government expresses its gratitude to the team of the mission, comprising high-level African experts, for visiting all 13 regions of Burkina Faso in order to meet the Burkinabe populations and touch with its fingers the realities with which the people of Burkina Faso are confronted. The team worked with competence, under the direction of Professor Mohammed Seghir Babès and Marie-Angélique Savané, members of the APR Panel of Eminent Persons, so as to produce this evaluation report on governance in Burkina Faso.
5. In this regard, the report, apart from its substance and scope, constitutes a source of additional inspiration for the Burkinabe and stakeholders that will help to create favourable conditions for making Burkina Faso an emerging country and ensuring its constant progress.
6. The report underlines, with much professionalism, the opportunities of which the country should avail itself, the challenges which it should take up and the threats which it should meet. In this regard, certain considerations, analyses and comments contained in the report need to be improved, toned down or corrected in order to reflect the current realities of Burkina Faso. Moreover, certain factual data on the political, socioeconomic and ongoing development of the country need to be re-examined.

## Political and democratic governance

7. In the view of the government, the state is, and remains, the keystone of the construction of the national system of governance. This is why the construction of a modern and strong state that is in tune with the domestic and external challenges of our time is an essential priority for Burkina Faso, its people and its leaders.
8. Burkina Faso has contributed significantly to the writing of the history of democracy on the African continent and in the world. This is why its constitutional options, privileged political stability and institutions, with the head of state at the centre, guarantee the smooth functioning of republican institutions and the political game.
9. In the light of the foregoing, the following statements need to be toned down:
  - *“A sense of remarkable stability based on a kind of political ‘locking’ is affecting the observation of the system of governance in Burkina, and this carries some risks. The second challenge is the canker of corruption. It creates mistrust between the governors and the governed, and separates the governance of the majority party from the citizens”* (paragraph 2.4).
  - *“The CRM also noted a strong potential for conflict because of the political majority. This overwhelming majority leaves little room for an opposition”* (paragraph 3.1).
10. The Burkinabe political system is indeed open; it is governed by clear rules whose application in the particular sociological context of the country has resulted at the political level in the majority phenomenon observed by the experts of the CRM. As regards the *high potential for conflict* mentioned in the report, it should be stressed that Burkina Faso is well able to absorb political shocks owing to a lack of ethnic, regional and religious tensions. This stability is not the result of any locking of the political system.
11. Referring to the separation of powers, the report indicates the following: *“[T]he CRM noted that the Burkinabe constitution affirms the principle. However, its practice is ignored. In addition, the presidential nature of the regime in Burkina reduces the full exercise of legislative functions and control by Parliament considerably”* (paragraph 3.7). In this regard, it should be noted that the presidential nature of the regime was decided by the Burkinabe people in the referendum of 2 June 1991.
12. Concerning religious and traditional leaders, the CRM noted their *intrusion in the electoral process and condemned it* (paragraph 3.4). It should be remembered in this regard that, apart from their social functions, the latter are citizens who can also participate in modern political life. Besides, their so-called intrusion is to the advantage of both the party in power and the other parties. Moreover, customary and religious authorities are social actors who

accompany the public authorities in the preservation of national peace and stability.

13. Concerning *the reformulation of the Charter of Political Parties to ensure more stringent and restrictive supervision of the parties, with specific prescriptions on democracy within the latter*, it should be stressed that the constitution guarantees the free creation of parties and political formations. Besides, the Charter of Political Parties, which was drafted in a consensual manner within the framework of the political and institutional reforms of 2000, does not consecrate the limitation of parties. However, this is an issue for possible further reflection.
14. As regards *a stricter separation of the state and the majority party*, there is no confusion between the state and the majority party. Indeed, Article 44 of Law 13/98/AN of 28 April 1998 on the legal system applicable to the employment of agents of the public service does not forbid civil servants from expressing their political opinions in the course of such service. Consequently, in the Burkinabe administration, many senior officials from all the political formations peacefully pursue their careers.
15. As for *the constitutionalisation, professionalisation and strengthening of the capacity of the National Independent Electoral Commission (CENI)*, it should be noted that the independence of the CENI is borne out by its composition and by the consensus that prevailed regarding its establishment on 3 July 2001. As in the past, consultations among political actors are ongoing with a view to achieving the desired reforms.
16. With regard to *clarification of the rules on the distribution of competencies between the state and the territorial communities, in terms of autonomy and full transfer of both human and material resources to the communities*, it should be emphasised that the rules on the distribution of competencies are already quite clearly set out in the General Code on Territorial Communities (CGCT). Nevertheless, some aspects – such as the determination of the acts of administrative management of mayors in terms of human resources associated with the competencies transferred – could be further specified.
17. As regards *the revision of the constitution to broaden referral to the Constitutional Council by the courts and, under certain conditions, by individuals, and to accord the president of the Constitutional Council the same statutory guarantees of independence as are accorded to other members of this institution*, it should be noted that referral to the Constitutional Council by the jurisdictions is enshrined in Article 25 of Organic Law 11-2000/AN of 27 April 2000 on the organisation, powers and functioning of the Constitutional Council and applicable procedures. Similarly, in the electoral sphere, any interested candidate may refer issues to the Constitutional Council. In fact, there have already been cases of such referrals.

18. Similarly, it may be noted that the recommendation to *begin the process of revising the constitution so as to strengthen the legislative and judicial powers (remove justice and the Supreme Council of Magistracy (CSM) from the grip of the executive) and thereby achieve a better balance of powers* does not seem appropriate in view of the fact that the constitution and relevant laws already guarantee separation of the three powers – a separation that is being consolidated as the ongoing democratic process is being entrenched in Burkina Faso.
19. As for *the introduction of mobile hearings, presided over by a magistrate, that replace departmental tribunals*, it is important to emphasise that the replacement of departmental tribunals, or district tribunals, is not pertinent for these are in fact proximity jurisdictions that settle minor disputes and issues pertaining to civil status; hence their usefulness. These structures are complementary and can function side by side without difficulty.
20. With regard to *the adoption of provisions to facilitate the development of on-the-job training of civil servants*, it should be noted that the recruitment and promotion of civil servants are governed by Law 013/98/AN of 28 April 1998, which is applicable to employment and public servants on the one hand, and to the organisation texts relating to specific jobs in the ministries on the other. Internships and certificates obtained by public servants in respect of these texts are valued.
21. Concerning *the development, adoption and implementation of legislative provisions for combating corruption*, it must be noted that various regulations in this regard have already been adopted and that the process of operationalising them is an ongoing one.
22. As regards *the intensification of the fight against corruption*, the National Assembly adopted Law 032/2007/AN of 29 November 2007 creating the Supreme State Control Authority (ASCE), which was given full powers in this sphere. Its creation will help to address the *lack of control bodies* underlined in the report of the CRM.
23. Concerning the recommendation *to give new impetus to the proactive policy in favour of women, and provide support for this policy by linking the administrative structure responsible directly to the presidency*, it should be noted that this is an issue of concern to the government, which is aware that a truly proactive policy in favour of women should have as an essential support mechanism the education of young girls. Consequently, the government has adopted measures in this regard to promote the emergence of a new elite that will be capable of competing in all respects within Burkina Faso's society. The laws on quotas being considered by the National Assembly will provide additional transitional support for this approach. The creation of a Ministry for the Promotion of Women accords with this desire to support women. In addition, a national gender policy is currently being finalised and its adoption is scheduled for 2008.

24. In the field of ***child protection***, the efforts of Burkina Faso are multiple. A collection of texts entitled *Child Protection Code* was developed in March 2006. This compilation of texts should evolve into a true child protection code. The protection of the child and the mother, and of vulnerable persons, forms part of the promotion of human rights. The issue of human rights is of concern to the government, which has accordingly created a Ministry for the Promotion of Human Rights.
25. As regards the issues of ***strengthening the policy on education for all and of making free primary education effective, especially for girls in both urban and rural areas***, it should be noted that free education was introduced in all public primary schools as from the 2007/2008 academic year.

### **Economic governance and financial management**

26. It is recommended in the mission's report that ***a strategy be developed for the dissemination of information on the budget process so as to make the process accessible to the population and that the reports of the Audit Office be published to enable citizens to participate in political debates and to contribute actively to the development, implementation and evaluation of the relevant policy instruments***. In this area, the ongoing efforts being made should be emphasised, notably the publication of reviews on budget management (among others, the review of government contracts and the review of the Treasury) and especially the production of a televised programme with national coverage entitled *écofinances*. In addition, civil society organisations (for example, the Centre for Democratic Governance) are presently making a contribution in training and informing citizens with regard to the budget process.
27. As for ***the development of the institutional capacities of external control bodies and Parliament through training in programming and budgeting tools and the improvement of access to regular information on budget execution***, it is important to note the existence of a capacity-building programme for certain control bodies, namely the National Assembly, the Justice Department and civil society.
28. With regard to ***the need to redirect the policy on public investment space so as to stimulate the emergence of multi-polar growth centres, thereby reducing regional inequalities, strengthening the integration of national economic space and ensuring the judicious distribution of private investments***, it should be noted that the National Land Use Planning Scheme (SNAT) that is being developed aims at promoting a policy on public and private investment space which is capable of facilitating the emergence of multi-polar growth centres in order to ensure harmonious development of the national territory. A project aimed at promoting regional development poles and making the regions true centres of competitiveness is in the process of being implemented.

29. On the *adoption of an agricultural policy that ensures the efficient articulation of agriculture, cattle breeding and industry, with the promotion of enterprises for processing agricultural and livestock products*, it may be noted that a productive, rural-development sector programme (pertaining to agriculture, cattle breeding and the environment) is being developed. This will translate the political will to base production on market forces. That is why the agricultural policy is geared to the promotion of the agro-food and agro-industrial sectors. Moreover, the Strategic Orientation Document for the agricultural and cattle-breeding sectors and related action plans will contribute to the strengthening of the primary sector. It is to that end that Law 034-2002/AN of 14 November 2002 on the orientation of cattle grazing and its implementation orders were adopted. These texts constitute a framework for managing rural land and for preventing conflict between crop farmers and cattle breeders.
30. It is recommended in the report that the *population be involved more in the design, implementation and monitoring/evaluation of development programmes and projects by further decentralising the process of involvement, notably through an efficient system of social communication regarding ongoing policy actions in the regions*. On this issue, it should be stressed that the political will to involve the population exists, and so do the participation frameworks. Thus, full communalisation and the establishment of Village Development Committees (CVDs) allow for greater involvement of the population through the development of communal development plans (PCD). However, there are some constraints, namely:
- the low level of resources;
  - the low capacity of the population and civil society organisations;
  - governance problems within civil society organisations; and
  - the illiteracy of the population.
31. As regards *the computerisation of the system for managing and monitoring contracts and reforms*, it should be noted that the computerised management of government contracts is effective.
32. Concerning the fight against corruption, it is recommended in the report that *effective application of the laws, decrees and texts governing administrative and economic life be ensured, with sanctions being imposed on both the corrupted and the corrupters, and that there effectively be independence as regards the referral of cases directly to both the Justice Department and to control bodies*. The recent establishment of the ASCE is indicative of the government's desire to deal with the phenomenon of corruption. Moreover, the organic law pertaining to the Audit Office empowers such office to adjudicate on, and impose sanctions for, management errors and to refer cases to other jurisdictions to ascertain whether an offence or crime has been

committed. This is also why a public prosecutor's department has been established within the Audit Office.

33. With regard to *the simplification of administrative procedures, the imposition of deadlines for the provision of public services and informing the population about such services*, it should be mentioned that the relevant reforms are being implemented gradually. The recent creation of one-stop shops (pool of services) marks the beginning of an adequate response designed to simplify procedures and shorten deadlines with a view to providing enterprises and citizens with a quicker service.
34. As regards the recommendation that *a campaign be launched to sensitise the population in general regarding the phenomenon of money laundering and so facilitate the fight against this scourge*, such phenomenon is, as noted in the report of the CRM, not yet evident in Burkina Faso. However, the country has adhered to the Intergovernmental Action Group against Money Laundering in West Africa (GIABA) mechanism forming part of the framework of the Economic Community of West African States (ECOWAS). Furthermore, in compliance with West African Economic and Monetary Union (WAEMU) directives, a National Financial Information Processing Unit (CENTIF) has been established and its effective functioning will assist in conducting the sensitisation campaign referred to.
35. In the sphere of *regional integration*, Burkina Faso is, in collaboration with other countries, developing initiatives to accelerate such process. Thus, within the framework of ECOWAS, it is striving to facilitate the acceleration of the application of regional arrangements and to promote progress towards the establishment of a common currency. Concessional trade and the principle of the free movement and establishment of persons are effectively being applied by Burkina Faso. Burkina Faso is also applying community standards, notably by harmonising policies and complying with convergence criteria within the framework of WAEMU and ECOWAS. It furthermore supports and facilitates the establishment of cross-border projects.
36. In view of these efforts, which testify to Burkina Faso's affirmed political will to promote integration, some of the affirmations in section 4.5 of the Executive Summary need to be qualified. For instance, despite the adoption of the Common External Tariff (CET), the report alleges that *Burkina is still imposing taxes, with the persistence of nontariff barriers and many other physical obstacles, which constitute a major challenge for effective harmonisation of commercial policies*. Concerning this issue, it should be noted that respect for community standards does not exclude the 'repression' of trade and transport offences, especially as far as the security of the population and the maintenance of the transport infrastructure are concerned. Moreover, Burkina Faso has dismantled most of the checkpoints across its territory.
37. With regard to the report's statement that *the main challenge is the capacity to move from the Poverty Reduction Strategy Framework (PRSF), inspired*



*by structural adjustment programmes (SAPs), to an authentic sustainable human development (SHD) strategy*, it should be stressed that, although Burkina Faso's PRSF is surely the logical follow-up of the Heavily-Indebted Poor Countries (HIPC) Initiative, such strategy is certainly not an isolated strategy. It is a federating framework of sector strategies and policies focusing specifically on poverty reduction. These sector policies, which are more often than not developed for a ten-year period, are not inspired by SAPs, but by the desire of the government to institute development strategies with specific orientation frameworks. Recovering from an adjustment is a problem that should be resolved within the framework of international programmes in support of the Least Developed Countries (LDCs). Reflection in this regard is ongoing.

38. It is mentioned in paragraph 4.6 of the report that the perspective study *has not been officially adopted by the government*. On this point, it is important to clarify certain issues. The study was in fact a participative one whose results were presented to the head of government. An annexure was attached indicating the main stages of the perspective study and the dissemination activities to be undertaken.
39. Paragraph 6.8 emphasises that the development policies and strategies raise three major concerns: *“The first is that they are integrated into poverty reduction strategies and not into a global strategy which should address the creation, distribution and redistribution of wealth. Secondly, they lack income distribution mechanisms. Finally, they lack the capacity to reduce the monetary poverty which affects nearly half of the population.”* The following clarifications are necessary in order to better understand the articulation of development policies:
- Burkina Faso has, since independence, built a tradition of planning, which tradition was put to the test at the time of the SAP of the 1990s that focused on triennial, phased programming and budget instruments.
  - In June 1994, the government organised a national seminar on the reform of its planning strategy with the aims of such seminar being to examine critically the three decades of planning and to consider a new system of planning. It was this seminar that recommended that a perspective study be conducted. However, in view of the scope of such a study, it was recommended that – pending the results of the perspective study and the SNAT (two complementary and integrated processes) – medium-term policy orientations that would determine the national development policy be developed. This led to the adoption of the Letter of Intent on Sustainable Human Development Policy (LIPDHD) covering the period 1995-2005 and forming an integral part of the basic document for the round table on Burkina Faso held in Geneva in June 1995. The LIPDHD, which outlined the major orientations of the short and medium-term national and sector policies, was the conceptual framework of national policies, including the Economic Policy Framework Document (DCPE) under the SAP and the first PRSF developed in 2000.

- In the 2000 PRSF, it was clearly indicated that the LIPDHD would be reviewed in the light of the results of the perspective study.
  - Nowadays, the presidential programme, Constant Progress for a Society of Hope, is also a medium-term orientation framework.
  - There are also sector policies or strategies included in the major orientations of the development policy. The PRSF is a federating framework of these sector policies or strategies.
  - Mechanisms for the redistribution of wealth exist and are effectively applied, notably by way of policies for promoting the production sectors, through the major economic and social infrastructure, and through the management by the state of access to social services. Moreover, in the health and education sectors, subsidies are provided for certain sensitive services such as electricity and butane gas.
  - Finally, it should be stressed that redistribution of the fruits of growth does not depend on the application of an econometric model that ensures the best distribution possible. In Burkina Faso, redistribution is achieved through two main channels: through participation in wealth-producing economic activity and through social transfers.
40. Paragraph 4.14 of the report also notes the ***“poor coherence between the objectives defined by the PRSF and the aspirations of the people, and a lack of consistency with the finance act”***. The PRSF was developed as a result of a wide-ranging, popular consultation process throughout the 13 regions of Burkina Faso. Later, a Priority Action Plan (PAP) for implementation of the PRSF was developed. This PAP is triennial and it is the annual portion of this programme that is budgeted for in the finance act. Given the eventual complexity of the consultative processes at the budgetary level in order to better reflect the people’s aspirations, the National Assembly is invested with the necessary legitimacy to vote on the relevant finance act.
41. It is also stated that ***“[t]he sector policies defined are limited to the priority sectors: education, health, agriculture, rural development, transport, justice, security and public finance... Paradoxically, the industrial sector, which is acknowledged to be the indispensable link between the structural transformations required by the different objectives of an emergent economy, is not regarded as a priority sector”*** (paragraph 4.15). It is important to make two qualifications in this regard. Today, the majority of ministries have sector policies or strategies and it is the government’s aim to provide all ministries with a sector strategy. It is, however, important to make a distinction between priority development sectors and the priority sectors for the purpose of qualifying for HIPC resources. As far as the industrial policy is concerned, the government agrees that no modern and competitive economy can be effective without the industrial lever. That is why it has in the current year organised general assemblies of industry with the clear objective of relaunching the industrial policy.

42. In paragraph 4.19 it is said that *the Automatic Forecasting Tool (AFT) was developed by the International Monetary Fund (IMF)*. It is important to clarify that the AFT is a model developed by Burkina Faso with the support of the German Technical Development Cooperation (GTZ). The same applies to the Poverty Analysis Macroeconomic Simulator (PAMS), which was developed by Burkinabe forecasting consultants from the initial model developed by the World Bank.
43. It is noted in paragraph 4.21 of the report that “[t]he persistence of poor performance at each level of control and the impunity with regards to poor management are, however, seen to be indicators of a lack of political will”. This perception is not well founded, for the adherence of Burkina Faso to the principles of the APRM and Burkina Faso’s diligent implementation of the processes of such mechanism are clear indications of the political will of the authorities to promote good governance.
44. The report alleges that *Parliament is not adequately equipped to be efficient*. On this issue, the government wishes to point to the existence of permanent and functioning commissions of the National Assembly supported by assistants. Examples of these are the Finance and Budget Commission, the General and Institutional Affairs Commission, the Foreign Affairs and Defence Commission, etc. In addition, there are ad hoc commissions and parliamentary commissions of inquiry. To enhance the efficiency of Parliament, the government has developed a strategic development plan for Parliament up to the year 2015. It is within the scope of this framework that a parliamentary session will be opened at the *Ecole Nationale d’Administration et de Magistrature* (ENAM) for the 2008-2009 academic year with a view to further providing the National Assembly with well-trained and competent assistants. This special cycle will be open to all Francophone parliaments in Africa.

### Corporate governance

45. The report highlights the urgent necessity to improve the business climate. The government is aware of this and, within the next three years, will deepen economic and structural reforms by dealing with the numerous bottlenecks in the business environment. The implementation of the proposals and recommendations contained in the report will contribute to enhancing the competitiveness of the economy of Burkina Faso within the subregion. However, some of the analyses and comments contained in this part of the report call for a few clarifications on the part of the government.
46. As regards the *production of dates, Arabic rubber and forage crops in the Sahel*, the government has, in view of the fact that the traditional species of Arabic rubber are not adapted to the needs of the market in terms of production yield and quality, embarked on the selection and cloning of high-yield plants and is currently organising the supervision and equipping of producers with regard to harvesting. Generally, the government plans to create

a semi-public company to take charge of non-plant forest products, including Arabic rubber. As regards dates in particular, successful experiments have been conducted concerning the adaptation of ecotypes of date trees. The government is furthermore seeking funding for the date project in this region of the country.

47. With regard to *the judicious exploitation of dams*, implementation of the agro-business policy by the government aims at ensuring efficient exploitation of development plots upstream of the said dams. These plots are suitable for the settlement of private farmers with more extensive capacities to produce major crops such as rice, vegetables and fruit.
48. As far as *transparency in bidding* is concerned, it should be noted that, in Burkina Faso, bid announcements are published in the government contracts journal at least four weeks before the date of opening. In addition, they are published on the site of the Government Contracts Department. Moreover, participation in the bidding is open to any individual, entity or group of individuals that is not banned or suspended and that is up to date vis-à-vis administrative matters. Furthermore, the Uniform Acts of the Organization for the Harmonization of Business Law in Africa (OHADA) have been in force in Burkina Faso since 1999.
49. As part of the *improvement of the competitiveness of the economy and the reduction of cost factors*, efforts during the period 2009-2011 will be directed towards the control of factors that could lead to a sustainable change in production capacity, notably the overall productivity of the factors. They will be directed in particular at primary factors (the cost of energy, transport and labour).
50. Hence, in *the energy sector*, the government will strive to improve the sector and the energy coverage of the country so as to reduce the cost of energy and create better conditions for participation by the private sector in the development of energy infrastructure. Furthermore, in view of the situation in the oil market – which has been characterised these past few years by a high increase in prices – the government plans to promote new sources of energy. For the period 2009-2011, the institutional reforms and actions envisaged fall within the scope of implementation of the global strategy for reforming the energy sector.
51. In the area of *infrastructure and transport services*, the government will, in the period 2008-2010, pursue strategies that are focused on the reduction of costs through the promotion of the transport industry and the improvement of conditions for transporting goods. This will basically involve implementing a new institutional (legislative and regulatory) framework, which should result in the adoption of the orientation law for the sector by the end of 2008. Moreover, operationalisation of the road maintenance fund will contribute to improving the maintenance of road infrastructure and to the development of small and medium enterprises (SMEs) in the sector.

52. As regards the *labour market*, the government will continue with the efforts of the past few years with a view to introducing more flexible and efficient labour legislation that ensures a social minimum for workers without constituting an obstacle to the development of the private sector and to job creation. With this in mind, the labour code and its implementation texts have been reviewed in a consensual manner with the relevant social partners.

### Socioeconomic development

53. In this area, the Burkinabe government is aware that meeting the challenges of the social deficit and the development of human capacities is a prerequisite for the acceleration of growth based on equity and the improvement of the quality of life. For Burkina Faso, the improvement of the social sectors is a matter of major importance, since the country's objective is to intensify growth through productivity factors and competitiveness of the sectors.
54. At the level of *public finance*, it should be emphasised that the government, through the Public Finance Improvement Strategy (SRFP) currently under implementation, is taking into account *the objectives of increasing the resources of the state and of local and regional communities, and the concern to increase budgets voted for the education and health sectors*.
55. With regard to the *improvement of educational conditions in the primary and general and technical secondary cycles*, the government, as part of the implementation of the reform of the educational system and the postprimary II educational project, has decided to offer free education in establishments selected to conduct the first phase (2007-2011), while the other public secondary establishments will benefit from a 50% reduction in school fees. This reduction will be compensated for by granting government subsidies to these establishments with a view to ensuring their efficient functioning. School canteens now exist at the secondary level and food items are supplied to the establishments according to the contribution made by parents. For example, children pay between CFAF 2,000 and 3,000 per month in Ouagadougou. In the semi-urban areas, costs are reduced by half. Furthermore, the government is resolutely committed to ensuring the free provision of textbooks for school children. In the 2007-2008 academic year, more than 4,000,000 school textbooks were distributed free of charge in public and private schools in order to attain a ratio of one book per schoolchild in the following disciplines: mathematics, reading and science.
56. Within the framework of *awarding scholarships to students and poor families*, the government started to increase the number of scholarships for higher education (1,000 scholarships were awarded in 2008 as against 500 in 2007). The criteria for awarding scholarships and for access to accommodation in university halls of residence favour the poorest students. In addition, a national commission has been established for that purpose.

57. As regards *equitable access to drinking water in the regions*, the government has developed a National Programme of Access to Drinking Water and Sanitation (PN-AEPA) up to the year 2015 in consultation with all actors in the water and sanitation sector. This programme, which was adopted in December 2006, covers the period 2007 to 2015 and aims at achieving the Millennium Development Goals (MDGs) and objectives of the PRSF in the AEPA sector. To that end, a national inventory of water points was conducted in 2005. On the basis of this inventory, the rate of access to drinking water in each region was calculated using MDG software and according to the following criteria: distance between water point and village or agglomeration (1,000m), water quality according to World Health Organization (WHO) standards, number of inhabitants, and specific consumption in rural areas (20 litres per day per inhabitant). Implementation of the programme, which is based on the criterion of equity, will help to ensure equitable access to drinking water and to waste-water and excreta sanitation in all the country's communes and regions.
58. The PN-AEPA up to the year 2015 integrates a specific action plan for the sanitation of used water and excreta. To develop sanitation, the government also adopted a document on a National Sanitation Policy and Strategy (PSNA) in July 2007. This document clarifies the areas of sanitation, as well as the actors involved in the process, in order to ensure better coherence, coordination and efficiency in this sector.
59. A framework document for the implementation of the strategy pertaining to waste-water and excreta sanitation in rural areas was also adopted by the National Steering Committee of the PN-AEPA in January 2008 in order that an in-depth analysis of certain aspects and issues could be undertaken and so that efficient ownership and operationalisation of the said strategy might be facilitated.
60. As regards *the creation of a presidential support fund for the participation of women in politics*, it should be emphasised that there is already a support fund for use by political parties. It is the responsibility of party leaders to ensure that this fund is employed with a view to bringing about positive discrimination in favour of women. However, reflection in this regard is ongoing in order to determine the best way of accompanying women in politics.
61. Finally, it should be pointed out that there is in fact a functioning *mechanism for the coordination of aid* that is provided by the government and the main development partners in Burkina Faso.
62. What should also be noted is that the *CRM made no mention in its report of the major developments that have taken place in the area of sport*; hence there was no real analysis of the issue. Yet sport, apart from its increasingly important economic and political aspects, is today a major factor contributing to national unity, mobilisation and social cohesion. This is why sport has, since 1994, occupied an important place in the national commitments of the

head of state. Furthermore, there is an operational national fund for the promotion of sport.

### Overarching issues

63. This part of the present annexure is devoted to those areas that form integral parts of several sectors. The comments made are therefore overarching in order that they may be placed in the same context as the recommendations made by the CRM.
64. As regards the urgency of *accelerating the implementation of the decentralisation process*, as stressed in the report, this is an issue of real concern to the government. Despite the difficulties impeding the normal conduct of the process, the government is striving to develop and implement the national decentralisation plan. One of the consequences of the plan's implementation should be the acceleration of the decentralisation process. Social ownership of such process is being achieved through the development of a training programme for local elected officers and through the triennial action plan of the Strategic Framework for the Implementation of Decentralisation (CSMOD).
65. To *enable communes to collect taxes on the activities or facilities of companies in their territories*, the government, through the provisions of the law on the determination of the expenses and resources of communities, would like to authorise the communes to collect taxes on the activities of companies established in their respective territories. Measures will be taken to strengthen the capacities of communities regarding collection of the said taxes.
66. *Decentralisation of the management of government contracts and the project-supervision role* fulfilled by the communes is effective. Moreover, the desire to see such decentralisation and supervision was reaffirmed by the government through the adoption of Decree 2008-173/PRES/PM/MEF of 16 April 2008 on the general regulation of government contracts and the delegations of public services.

### CONCLUSION

67. The Country Review Report produced by the panel, and which covers the four focus areas of the APRM, has resulted in a pertinent diagnosis that highlights the major assets of Burkina Faso, as well as the challenges that need to be addressed by the country.
68. In many respects, the recommendations made correspond to the vision of the government. Thanks to the resolutely declared will of the government, the quality of its leadership, its clear-sightedness based on the pertinence of its political, economic and social options, and the courage of the Burkinabe people, progress towards the construction of an emerging Burkina Faso that is

prosperous and is constantly progressing has been confirmed. This progress, which is full of hope, is the guarantee that will help bring about a climate of confidence and partnership among state and non-state actors in the search for an indispensable and collective synergy that will allow sustainable human development and regional integration.

69. Aware of the challenges accompanying such ambition, the government is relentlessly striving to promote good governance against the backdrop of wide-ranging consultations among all components of Burkinabe society with a view to preserving social peace, political stability and harmony among republican institutions – a goal that is a prerequisite for sustainable development.
70. The national programme of action attached hereto as an annexe indicates the immensity of the task to be accomplished and of the sacrifices that need to be made. The tasks forming part of this programme are in accordance with the ambitions of the government regarding the development of Burkina Faso. Moreover, they also measure up to a country that has resolutely opted for smooth and sustainable development which is full of progress and capable of meeting the legitimate aspirations of the Burkinabe people.
71. The APRM process has convinced the government that the pace of the reforms should be maintained, enhanced and deepened. An operating report pertaining to the main recommendations and benchmarks of the CRM will be prepared to enable actors within the national governance system (government, the private sector, civil society) to constantly monitor the project so as to assess the progress made and to enhance the monitoring/evaluation of government policies.



**Annexe: Concerning the 'Burkina 2025' perspective study**

The study was conceived as encompassing three phases: a diagnosis phase, a future-exploration phase (the scenarios) and a vision-formulation phase. For the purpose of operationalisation, the first phase comprised the development of a strategic orientation document.

A group of perspective study experts, called the Prospective and Planning Expert Group (GOEP), was established, as well as a National Prospective and Strategic Planning Council (CNPPS). The GOEP is an autonomous team composed of experts drawn from the administration, from the private sector and from civil society. Its chairperson is a religious authority. It was this group that was entrusted with responsibility for independently and objectively conducting the perspective study. The CNPPS is a supervisory body for the study which is largely open to all components of Burkinabe society.

The study was largely participative in nature. In this regard, a nation-wide survey was conducted on national aspirations. The objective of this survey was, on the one hand, to ascertain the perceptions of the Burkinabe people regarding societal trends and, on the other, to determine their long-term aspirations and the strategies they proposed for the realisation of such aspirations. The survey questionnaire was developed during a national workshop held for the purpose of ensuring that all concerns were addressed. The survey was conducted by the National Institute of Statistics and Demography (INSD) to ensure greater representativeness of the opinions expressed.

The vision formulated by the study is the result of the compilation of the aspirations of the Burkinabe on the one hand and, on the other, of the analyses conducted by the GOEP. Hence the formulation contained in paragraph 4.2 is the compilation of the aspirations of the Burkinabe. Together with the analysis of the experts, the final vision is the one contained in paragraph 7.7. The results of each stage were submitted to the government, which adopted them in cabinet. In addition, His Excellency the President of Burkina Faso, in his statement delivered on 17 November 2006 in Brussels, Belgium, on the occasion of the European Development Days, declared: "In the area of economic governance, the achievements are many. The strategic piloting of development is based on the national 'Burkina 2025' perspective study, which came up with a vision for the future economic development of the country."

Finally, apart from dissemination on the site of the former Ministry of Economy and Development (MEDEV), the results of the study were disseminated by way of the following in particular:

- the paper presented to the Directors of Research and Planning (DEP) for ministries during their annual meeting;
- the information and sensitisation workshop for officials of MEDEV;
- the national information workshop;
- the workshop for regional governors;
- the information workshop for local elected officers;

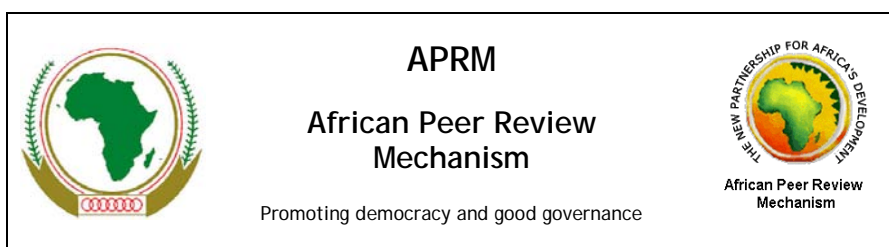
- the paper presented to the Bishops' Conference;
- the great conference of the Ministry of Defence devoted to the results of the perspective study;
- the paper presented to CIVIPAX;
- the paper presented to nongovernmental organisations (NGOs) during their second programming day; and
- the paper presented to the actors of the CONAPO network on migration.

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**ANNEXURE III**

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**PEER REVIEW OF BURKINA FASO**



**REPORT OF THE COMMITTEE OF HEADS OF  
STATE AND GOVERNMENT PARTICIPATING IN  
THE AFRICAN PEER REVIEW MECHANISM AT THE  
EXTRAORDINARY SUMMIT**

**25 OCTOBER 2008, COTONOU, BENIN**

1. The Extraordinary Summit of the Committee of Heads of State and Government participating in the African Peer Review Mechanism (APRM) – also known as the African Peer Review (APR) Forum – was held from 25 to 26 October 2008 in Cotonou, Benin. The summit was chaired by His Excellency Meles Zenawi, prime minister of the Federal Democratic Republic of Ethiopia and chairperson of the APR Forum.
2. The following heads of state and government attended the summit:
  - i. His Excellency Thomas Yayi Boni, president of the Republic of Benin.
  - ii. His Excellency Blaise Compaoré, president of the Republic of Burkina Faso.
  - iii. His Excellency Kgalema Motlanthe, president of the Republic of South Africa.
  - iv. His Excellency Faure Gnassingbé, president of the Republic of Togo.
  - v. His Excellency Didjob Divungi Di Ndinge, vice president of the Republic of Gabon.
  - vi. His Excellency Meles Zenawi, prime minister of the Federal Democratic Republic of Ethiopia and chairperson of the APR Forum.
  - vii. His Excellency Bernard Makuza, prime minister of Rwanda.
3. The head of state of Nigeria was represented by the Honourable Chief Ojo Maduekwe, minister of foreign affairs. Four of the seven members of the African Peer Review Panel of Eminent Persons (APR Panel) were also in attendance.
4. The chairperson of the APR Forum requested that only heads of state and government, accompanied by two members of their respective delegations, should remain in the conference room as the peer review can only be conducted by members of the APR Forum and not by their representatives.

#### **A. PEER REVIEW OF BURKINA FASO**

5. Professor Mohammed Seghir Babès, lead panellist for the review process of Burkina Faso, presented the highlights of the Country Review Report of Burkina Faso. The presentation included the best practices, namely:
  - Burkina Faso as the regional ombudsman and peacemaker in Africa.
  - The national citizenship week.
  - Anti-corruption committees in the Burkinabe police service.
  - Women's houses.
  - Computerising the expenditure chain to ensure more transparent management.
  - Efficient cash management, which contributes to better budget projection.
  - Transparent customs management, which increases tax productivity.
  - The GODE Craft Production Unit (UAP).

- The Networks of Popular Banks of Burkina Faso (RCPB).
  - The National Youth Forum and its consequences on the youth employment policy.
6. Among the challenges facing Burkina Faso, he noted:
- The weight of the omnipresent majority party that somewhat stifles the political arena.
  - The corruption that is creating a rift between the governors and the governed, and which is undermining all reform efforts.
  - The insignificant involvement of women and the youth in the development process as partners and actors in their own right.
  - A political and democratic governance process that produces few dividends of legal, physical and food security, or of economic, social and environmental security for the population.
  - The lack of consensus around the defined vision, which is the construction of an emerging economy by 2025.
  - The transformation of the handicap of isolation into a development asset.
  - The capacity to mobilise and coordinate human, material, natural and financial resources.
  - The choice of partnerships with the private sector for investment in enterprises operating in flourishing niches.
  - The promotion of capital transfer by Burkinabe living abroad as a lever in distributive economic growth.
  - The integration of the informal sector into the economy as a partner in progress towards an economically emerging society.
  - The capacity of the country to ensure and maintain economic growth that is not only high but also sustainable, inclusive, participative and distributive.
  - The control of the ‘Sahelian nature’ of the nation through an appropriate environmental policy for transforming the Burkinabe Sahel into a fertile land.
  - The control of the cultural constraints that can stop or impede socioeconomic development.
7. Professor Babès highlighted some prospects which project a great future for the country, including the self-confidence of the Burkina people, the leadership to carry out reforms, the dynamic informal sector, and the country’s membership of many regional economic and monetary communities.

**B. RESPONSE BY HIS EXCELLENCY BLAISE COMPAORÉ,  
PRESIDENT OF FASO**

8. In his statement, His Excellency Blaise Compaoré commended the APR Panel for the Country Review Report. He agreed on most of the findings and recommendations of the report, and indicated that he needed to be educated

further on the issue of high population growth in his country. He congratulated the country review team, which visited all the regions of Burkina under the leadership of Professor Babès and Mrs Marie-Angélique Savané. The team worked with professionalism and competence to produce the report on Burkina Faso that was presented to the APR Forum. He stated that the Burkina Faso authorities and its people are committed to the APRM process, and that the recommendations of the APR Panel constitute a blueprint for the country in its quest towards becoming an emerging economy.

9. President Compaoré raised eight main issues which should be reviewed or updated to reflect the current realities of the country, namely:

- **The role and place of a strong state**, which he considered critical in ensuring delivery and to serve as a catalyst for further development. In this regard, building a strategic and respected state remains the sole guaranty for the internal peace and stability of the country, ensuring the welfare of the people and developing an attractive country that could serve as a centre for services towards an emerging economy. The current economic crisis, once again, calls for a capable and credible state to organise and regulate the partnership between stakeholders from the private sector, the public sector and civil society.
- **The viability and legitimacy of the political system** is to be explained from an historical perspective. The Burkina Faso society is founded on openness and the value of freedom. Therefore, the Burkina political system has no locking mechanism. After almost three decades of political turmoil, the country made the choice of political stability under the leadership of the head of state.
- **The redistribution of wealth** by the government has targeted some specific sectors with a view to increasing the fight against poverty. Actions towards providing free textbooks for learners, and the multiplication of social infrastructure for women and children, remain a priority.
- **The traditional leadership role** has always been significant in the history of the former 'Haute Volta'. Traditional leaders strongly resisted the dislocation of the country in 1932 and worked for it to be rebuilt in 1947. Some of these leaders were parliamentarians in the *Grand Conseil de l'Entente de l'Afrique Occidentale Française*. Their involvement in politics in the current regime is a result of a secular evolution.
- **The role of women in politics and in society** is also at stake as Parliament is presently adopting legislation regarding the percentage of women in government. However, this action should not overshadow other efforts towards ensuring gender equality for women, which can only be achieved through increasing the education of girls.

**Comment [U1]:** Please check editing of this paragraph.

- **The fight against corruption** is a major challenge for Burkina since corruption undermines the principles of equality and fairness provided for in the constitution. Actions have been taken in the area of administrative reforms with a view to reducing bureaucracy, which causes corruption. The launching of the new **Supreme State Control Authority (ASCE)** is another action in the fight against corruption. The recent ranking of Transparency International indicates that Burkina has moved from 105<sup>th</sup> to 80<sup>th</sup> position. **This is an achievement which should reinforce the political will of the authorities in the fight against corruption.**
  - **The promotion of regional integration** as a major catalyst for development in Burkina, especially through the major cross-border infrastructure projects. Burkina Faso has respected the convergence criteria associated with the public debt policy thanks to the efforts made according to the framework of the Heavily-Indebted Poor Countries (HIPC) initiative. The country has also invested in conflict resolution in the subregion in the spirit of creating a peaceful environment for smooth regional integration.
  - Regarding **the issue of population and its impact on sustainable development**, the government has adopted the recommendation of the APR Panel and will soon develop family planning policies with a view to curbing population growth in the medium term.
10. The national programme of action indicates the magnitude of the challenges ahead – challenges that need to be met in order to satisfy the needs of the people of Burkina. A performance indicators mechanism is being established based on the recommendations of the APR Panel to assess the implementation of the national programme of action by the relevant stakeholders.

### C. FORUM DISCUSSION

11. The chairperson of the APR Forum invited the members of the APR Forum to comment on the report. Some members of the APR Forum also commented on the important role of the state and a strong government, especially in the given context of development in Africa.
12. **President Thomas Yayi Boni** congratulated his peer, Burkina, for the country's commitment and leadership in the process, and he commended the Country Review Report. He commented on the bolting of the political system as underlined in the report. The APR Panel should advise on the concrete measures necessary to unlock the political system. The state's role should be focused on building institutions and on its capacity to maintain law and order. A strong state, such as Malaysia – especially in the given context of development in Africa – should not be interpreted as being non-democratic.

Comment [U2]: Correct as edited?

Comment [U3]: Correct as edited?

13. **Vice President Didjob Divungi Di Ndinge** commended the report, which highlights the prospects of the country. When compared with previous Country Review Reports, the Burkina report is not limited to the assessment of the status of governance, but also underlines some prospects which encourage the country to persevere in its reform efforts. This approach should be adopted by all reviews conducted in the participating countries. Recommendations addressed to the country and partners establish a direct connection with the objectives of the New Partnership for Africa's Development (NEPAD).
14. There is a need to redefine the reading of democracy in Africa. The assessment parameters should not be dictated by external partners. In this regard, a country should have a strong and competent state that protects the welfare of its people.
15. **President Faure Gnassingbé** congratulated the president of Faso for his leadership in the process, and the constant effort made by the country since 1991 in terms of governance. The long list of best practices necessarily implies the creativity of the Burkina government and its people. He pointed to the interaction between the youth and the government, which should explain the vigour of the political system. He noted that the bolting of the political system is in contradiction with the vibrancy of civil society as stated in the report.
16. He stressed that the youth unemployment identified by the report could be explained by self-employment, which contributes to the overall economic growth of the country but does not necessarily create new jobs.
17. He commended the president of Faso for his leadership in conflict resolution in Togo as well as in the subregion.
18. **Prime Minister Bernard Makuza** commended the high quality of the report, but raised concern regarding the analysis of the bolting of the political system. He indicated that in the context of an open competition in which each political party has a clear programme, a winning party which emerges as a result should not be a grievance, as the APR Panel points out in the report. In addition, women's voting has not been an issue in Africa as has been the case in Europe.
19. The wording that describes corruption in the report is not appropriate in the case of Burkina Faso. This analysis should be revised to reflect the reality in the country.
20. **President Kgalema Motlanthe** indicated that the promotion of a strong state should not necessarily be mutually exclusive with the process of ensuring a separation of powers. The recommendations in the report should be studied, and those that are crucial to strengthening the state should be implemented. Furthermore, the government of Burkina should ensure that the exploitation of the emerging resources benefits all the people.

Comment [U4]: Insertion correct?

Comment [U5]: Correct as edited?



21. **Prime Minister Meles Zenawi** commended the report and stressed that the recommendations should be streamlined. He pointed out some factual errors which have to be corrected, namely in paragraphs 124, 185 and 441. He cautioned about the instrumentalisation of nongovernmental organisations (NGOs) and stated that they should be legally registered. He found the report diplomatic **in some of its analyses**.
22. **President Blaise Compaoré**, in his concluding remarks, underlined the crucial **role** of the state, the vibrancy of civil society and the separation of powers. He indicated that the president meets with the farmers once a year. The separation of powers is a reality as the president has never been to Parliament and no amnesty laws have been issued since he took office. He elaborated on the decentralisation programme that is being implemented in Burkina Faso with a view to increasing the participation of the grass roots to the decision-making process.
23. President Compaoré stated that the country will soon be embarking on the extraction of mines, and the experience of South Africa in the **transparent extractive industry** will be an example for Burkina Faso.
24. The APR Forum thanked President Compaoré for his personal involvement in the success of the APRM process in his country.

**Comment [U6]:** Correct as edited?

**Comment [U7]:** Insertion correct?

**Comment [U8]:** Is reference here perhaps to the Extractive Industries Transparency Initiative (EITI)?