Country profile on pastoralism and small-scale agriculture - Burkina Faso

November 2022

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The Country Pastoralism and Small-Scale Farming Profile development exercise primary objective was to identify the current status of the governance landscape for pastoralist and small-scale farming in Burkina Faso.

The SLGA program supports the implementation of the AU Agenda on Land, in addition the program is part of the BMZ unique initiative 'One World, No Hunger. This programme will have immense contribution to the initiative under the Action Area "promoting responsible land use and improving access to land". The SLGA aims to strengthen the human and institutional capacities required to realise sustainable land policies that recognise the rights of marginalised groups such as small scale farmers, pastoralists, youths and women across Africa. One of the main areas of action for SLGA is the establishment and coordination of the Network of Excellence on Land Governance in Africa (NELGA) under the leadership of the ALPC (African Land Policy Centre).

This study generated evidence to inform SLGA's capacity to provide advisory support on such issues to decision makers and other stakeholders. This information will contribute to the body of literature available on the Land Governance Agenda of the AU to improve land governance in Africa.

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ABBREVIATIONS AND ACRONYMS

APFR : Attestation of Rural Land Ownership

CAADP : Comprehensive Africa Agriculture Development Programme

CCFV : Village Land Conciliation Commission

CES/DRS : Water and Soil Conservation/Defence Soil Restoration

CFL : Local Land Charter

CFV : Village Land Commission

CPF : Confédération Paysanne du Faso

CSD-PASP : Sectoral Dialogue Framework - Agro-Sylvo-Pastoral Production

ECOWAS : Economic Community of West African States

INSD : National Institute of Statistics and Demography

GDP : Gross Domestic Product

NAP : National Adaptation Plan

MAAHM : Ministry of Agriculture, Development and Mechanisation

MAHRH : Ministry of Agriculture, Hydraulics and Halieutic Resources

MEEVCC : Ministry of the Environment, Green Economy and Climate Change

MINEFID : Ministry of Economy, Finance and Development

MRA : Ministry of Animal Resources

PIRA-BF : Localized irrigation and agricultural resilience project in Burkina Faso

PNDES : National Economic and Social Development Plan

PNIASP : National Strategic Investment Plan for the Agro-Sylvo-pastoral Sector

PNSFMR : National Policy on Land Tenure Security in Rural Areas

PNSRII : Second National Rural Sector Programme

UNDP : United Nations Development Programme

PPIV : Small-scale Village Irrigation Development Programme

PRIASAN : Regional Programme for Agricultural Investment and Food and Nutritional Security

SDR : Rural Development Strategy

SFR/BD : Service Foncier Rural /Bureau Domanial

SLGF : Local Land Management Structures

SNADT : National Sustainable Land Use Plan

VDC : Village Development Council

1. COUNTRY AND MACROECONOMICS

General data

Burkina Faso is a landlocked country located in West Africa, with an area of 274,200 km². It will have 21,497,097 inhabitants in 2021, with an annual population growth rate of 2.93% and a density of 75.1 inhabitants/km² (INSD, 2020). This population comprises some sixty ethnic groups, of which nearly 40% are Mossi. 73.7% of the population lives in rural areas. This population remains predominantly young, with 77.9% under the age of 35.

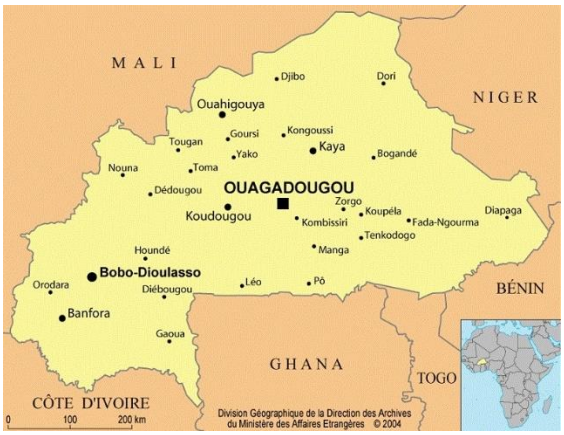
In terms of climate, it is characterised by three main climate zones:

- a Sahelian zone north of 14°N with less than 600 mm of rain in three months,
- a Sudano-Sahelian zone in the centre, between the parallels 11°30' N and 14°N, which receives between
- 600 and 900 mm of rainfall over three to five months;
- a Sudanian (or Sudano-Guinean or pre-Guinean) zone in the southern part of the 11°30' N parallel where annual rainfall exceeds 900 mm over six months and even more.

Socio-economic indicators

In 2021, the GDP (constant US$) is 19.74 billion, with a GDP / inhabitant (constant US$) of 918.2 (World Bank). The structure of GDP (in %) according to the Ministry of Economy and Finance is 30% for the primary sector; 20% for the secondary sector (essentially made up of the mining sectors) and finally 50% for the tertiary sector (made up mainly of financial services and telecommunications).

In 2021, the unemployment rate is 4.8%, and the poverty rate is 41.4% (MINEFID).



Agriculture and livestock

Agriculture, which contributes 30% of GDP, employs more than 80% of the active population. Agricultural land is estimated at 11.8 million hectares, of which 5.7 million hectares are cultivated (48.30%). The main agricultural products are cereals (sorghum, maize, millet, rice and fonio), which occupy 66% of the sown area. The livestock population is estimated at 9.8 million cattle, 11.13 million sheep and 10.75 million goats in 2018. Livestock farming contributes 18% to Burkina's GDP.

The agro-sylvo-pastoral sector accounts for 44.7% of household income, of which 24.3% is from agriculture and 20.4% from livestock (PNIASP, 2021). The productivity of employment in the primary sector has risen from 357,000 CFA francs in 2015 to 413,000 CFA francs in 2020.

2. SMALL-SCALE FARMING

General characteristics

Burkina Faso's agriculture remains essentially based on small-scale family farms of the extensive type. This rainfed agriculture, with 96% of production, is still dominated by ploughing; 74.5% of agricultural land is ploughed and 4.8% of land is cultivated by motorised means (MAAHM, 2021). This small-scale agriculture, also known as family farming, concerns 95% of

Burkinabe producers. On average, it is practised on areas of less than 5 ha. In the central plateau, the average area is less than or equal to 3 ha, while in the west, the average is more than 6 ha. The main agricultural products are cereals (sorghum, maize, millet, rice and fonio), which account for 66% of sown areas. Crop production reached 7,369,365 tonnes in 2020, compared to 6,273,553 tonnes in 2015 (PNIASP, 2021).

Role and place of women

Women play an important role in agricultural production on family farms. For cash crops, the share of women's production has increased from 15% in 2011 to 28% in 2020, a gain of 7 points in ten years. In terms of labour, 50.6% of agricultural workers are women between 2011 and 2020 (MAHRH, 2021). On the other hand, they farm less than 18% of agricultural land, and this is particularly striking in Burkina's cereal basins, namely the Boucle du Mouhoun and the Hauts-Bassins, where they farm less than 10% of agricultural land. This means that in these areas, women are still the main family agricultural labour force.

Assessment of the available literature on small-scale farming

Two main visions coexist with regard to small-scale farming in Burkina Faso through the literature review. Three policies that are interrelated with several other pieces of literature on the subject are highlighted here. These are the second national rural sector programme (PNSR II), the national strategic plan for agro-sylvo-pastoral investment (PNIASP) and the national policy for securing land in rural areas (PNSFMR).

A first vision is that of civil society organisations. It is summarised and carried by the Confédération Paysanne du Faso (CPF vision of agriculture) and several non-governmental organisations. This vision maintains that small-scale farming supported by family farms can and should modernise *progressively' ...at the pace of the socio-economic and cultural realities of societies'* through *'a process of changing practices or modes of production by introducing innovative factors...desired and induced by the actor himself'*. Alongside this, there is a vision held by the state which seems to encourage the installation of private operators who are not, in principle, from the rural environment to boost the agricultural sector through so-called modern production models. The reality on the ground contradicts this state vision, which implicitly implies that family farming is not oriented towards modern production models or those that can be modernised.

Public policy in support of small-scale farming

Family farming is supported by a national rural sector programme (PNSR II, 2016-2020) whose vision for the agricultural sector is that "By 2025, Burkina Faso's agriculture is modern, competitive, sustainable and an engine of economic growth, based on family farms and efficient agricultural enterprises and ensuring that all Burkinabè have access to the food they need to lead a healthy and active life.

The NSSP II is linked to other national policies including the Rural Development Strategy (RDS), the National Sustainable Land Use Plan (SNDDT) and the National Economic and Social Development Plan (PNDES). At the international level, the PNSR II is in line with the Comprehensive Africa Agriculture Development Programme (CAADP+10) and the Sustainable Development Goals (SDGs, 2015). The PNSR II also takes into account Directive n°06-2009/CM/UEMOA of 26 June 2009 which establishes budgets/programmes. Finally, it is part of the implementation of the Agricultural Policy of the Economic Community of West African States (ECOWAP/ECOWAS) and takes into account the priorities defined in the Regional Programme for Agricultural Investment and Food Security and Nutrition (PRIASAN).

Access to land and land governance

Access to rural land is defined through a national policy on securing land in rural areas (PNSFRM, 2007). This policy is translated into a law on rural land tenure in Burkina (law 034-2009) which provides a legal basis for securing the land rights of rural actors, including women and herders.

- Mode of access to land (inheritance, rental, purchase, etc.)

Access to land is through traditional possession rights for indigenous people and use rights for non-indigenous people (migrants) or anyone requesting land under the control of another lineage. Traditional use rights include gifts (which have become rare due to land pressure), open-ended loans which are also inheritable. These lands are in indefinite use as long as the user respects the customary rules of the host locality. Alongside these traditional forms of access to land, fixed-term land loans and annual rentals have emerged since the 2000s (GRAF 2012). Finally, there are cases of rural land purchases.

In terms of modern law, the 2009 rural land tenure system allows for the formalisation of these traditional modes of access to land (Law 034-2009).

- Identification of actors and functions in land governance actions

Within the framework of the implementation of law 034-2009, the central state transferred the competence of rural land management and related natural resources to the communes. The following structures were then put in place:

- a rural land service (SFR) for rural communes or a land office (BD) in urban communes is created as a communal technical service. The SFR/BD is responsible for accompanying the procedures for establishing acts to secure land rights on rural land for individuals;
- a village land commission (CFV). It is responsible for receiving and verifying applications for the establishment of land tenure certificates and forwarding them to the communal level through the village development council (VDC);
    - a village land conciliation commission (CCFV); this was set up to relieve the courts of land disputes, which sometimes take several years to resolve.

- **Factors limiting smallholder access to land**

Smallholders' access to rural land is still characterised by poorly secured access rights, particularly for migrants, rural women and livestock farmers. This situation is at the origin of several recurrent land disputes and is due to the poor dissemination of opportunities and local structures responsible for securing land rights. For example, of the 302 rural communes in Burkina, 267 have rural land services (SFR) or state offices (BD). At the grassroots level, less

than 40% of the 8,000 villages have land commissions.

- **Evaluation of the land policy (legislative and institutional framework)**

Two complementary laws constitute the legislative and institutional framework for rural, urban and peri-urban land management. These are Law 034-2009 on rural land tenure in Burkina and Law 034-2012 on agrarian and land tenure reorganisation in Burkina Faso. These laws and their implementing decrees also specify the institutional framework with the local land management structures (SLGF). These structures concern the SFR/BD, the CFV and CCFV; they are being set up rather slowly.

In addition to the constraints linked to the low coverage of villages with local land management structures, their existence does not lead to a desire to formalise land rights. At the end of 2021, there were barely 21,291 rural land ownership certificates issued for more than 3 million households in rural areas, which is very insignificant for a rural population that still represents 74% of the total population (INSD, 2020).

- **Identification of factors that prevent better land governance**

Ignorance of Law 034-2009 is the main limitation to better land governance. This law, which aims to facilitate secure access to rural land for all, is currently limited to a single security measure: the issuance of a land tenure security certificate. Since its adoption in 2009 and its decrees in 2010/2012, the Burkinabe state has never devoted a budget or a consistent strategy to sustained communication on the opportunities for securing land rights. Only bilateral cooperation projects essentially support the establishment of local land management structures with performance indicators limited to the number of certificates of rural land ownership (APFR) issued.

The social legitimacy of formally competent local structures is not established either, which limits recourse to them. Finally, the interventions of these structures entail costs that are not always understood or accepted by the rural populations.

Climate change and small-scale agriculture

- **Impact of climate change on small-scale agriculture**

Family farming in Burkina Faso is essentially rainfed. In fact, it is subject to rainfall hazards characterised by an uncertain distribution of the number of rainy days in time and space. Pockets of drought often give way to days of heavy rainfall leading to flooding. This leads to crop losses, disruption of productivity and land degradation. By way of illustration, one third of the national territory, i.e. 9,234,500 ha of land, is already degraded; and each year between 105,000 and 360,000 ha of land are further degraded (GRAF, TMG, 2018).

The impacts of climate change pose several challenges for small-scale agriculture, including the control and efficient management of water for production, given the irregularity and insufficiency of rainfall; the restoration of the fertility of degraded land; and improving the access of agricultural producers to good quality agricultural production factors, such as equipment, inputs, land, agricultural research results, etc. (CDN, agriculture component (2021), PAS/PNA (2019)).

- **Small-scale farmers' perception of climate change**

The perception of climate change by smallholder farmers in Burkina Faso concerns extreme manifestations of natural phenomena, namely rainfall and strong winds leading to frequent flooding. The results of a study involving 300 households (Kaboré et al., 2017) show that producers perceive climate change in terms of decreased rainfall (76.7%), increased temperatures (97%) and strong winds (98.7%).

- **Public policies: actions implemented, place of agriculture in the NAPs**

A national action programme for adaptation to the variability and effects of climate change (PANA 2007) was used to implement projects from 2009 to 2014. Then a national adaptation plan to climate change was adopted (PNA 2015-

2020) in line with the PNDES II. This national adaptation plan allowed the development of CES/DRS measures on 154,810.40 ha (MEEVCC, 2021).

The provision of improved seeds is part of public policies to support family farming. However, only 36% of households on average have access to these seeds (MAAHM, 2021). In addition, some fifteen good agronomic practices for sustainable land management have been implemented. The best known of these are zaï, half-moons, grass strips, filtering dikes, composting, etc. (MEDD, 2011).

International or regional cooperation in support of small-scale farming

- **Overview of best practices and support for small-scale farming**

Under public policies in favour of small-scale agriculture, as mentioned above, there is the National Rural Sector Programme (PNSR II, 2016-2020) whose vision is that "By 2025, Burkina Faso's agriculture is modern, competitive, sustainable and an engine of economic growth, based on family farms and efficient agricultural enterprises and ensuring that all Burkinabè have access to the food they need to lead a healthy and active life.

The dynamic of supporting small-scale farming in a context of climate change is supported by a small-scale village irrigation development programme (PPIV) between 2011 and 2015. Support to irrigated agricultural production is ongoing.

- **Illustration**

Following this policy of support to small-scale irrigated agriculture, and in connection with the deteriorating security situation, several appropriate actions are being developed. As an example, the Localized Irrigation and Agricultural Resilience Project in Burkina Faso (PIRA-BF) 2019-2022 was selected.

Funded by the Austrian Development Cooperation Agency (OEZA), the Localized Irrigation and Agricultural Resilience Project in

Burkina Faso (PIRA-BF) targets vulnerable and displaced women farmers in the Boucle du Mouhoun, Hauts-Bassins, Nord and Sanguié provinces of Burkina Faso.

The project aims to promote equitable access to productive resources and support services for women through actions grouped around the following two components: i) Development of irrigated agriculture on a sustainable basis through improved access of women to efficient and resilient irrigation systems; ii) Development of professional skills of women farmers and improved access to lucrative markets.

3. PASTORALISM

General characteristics

- **Definition, Size structure, types of pastoralism,**

Pastoralism is a form of animal husbandry based on the permanent or seasonal mobility of livestock (Blench, 2001; African Union, 2010; CNT, 2015; Dong, 2016; FAO, 2018; Nyariki and Awata, 2019). Livestock is the second most important rural economic activity in Burkina Faso. This herd mobility and extensive grazing is the best way to develop the pastoral territory and preserve the livestock. In Burkina Faso, more than 80% of domestic ruminant livestock is raised in the pastoral system (MRA, 2005).

According to the Ministry of Animal and Fisheries Resources of Burkina Faso (DGESS/MRAH, 2017), the country's ruminant

livestock population is estimated at 9,647,000 cattle, 15,180,000 goats and 10,137,000 sheep.

- **Contribution to employment**

Small-scale, extensive livestock farmers provide almost 90% of total meat production, 95% of milk production and 60% of table egg production. Agropastoral systems account for almost 60% of national beef carcasses and more than 40% of national exports.

The resources generated by the animal husbandry sector alone amounted to CFAF 558.8 billion in 2008, according to the November 2011 UNDP study. The vast majority of these resources (86%) came from animal production, which accounted for CFAF 477.9 billion, compared with CFAF 77.1 billion in trade margins and CFAF 580 million in taxes on products. The resources generated by the sector grew at an average annual rate of 10.7% between 2001 and 2008 (UNDP 2011 study).

In 2018, Burkina Faso has 1,735,550 households engaged in livestock production. This represents 55.9% of the country's households. The proportion of households practising livestock is 71.7% in rural areas and only 21% in urban areas. Depending on the region, more than eight out of ten households practise livestock farming, as in the Centre-North region. In the North, Centre-East and Boucle du Mouhoun regions, more than 70% of households are livestock farmers.

Role and place of women

The dominant agro-pastoral character of traditional livestock farming puts women at the centre of livestock farming in Burkina Faso at almost every link in the pastoral value chain. They are involved in feeding the herd, milking and marketing the milk. They represent more than 8% of heads of pastoral households and are very active in the management of small ruminants, where they are the owners. Absent during transhumance, especially with the prevailing insecurity, there is still a need for socio-economic adaptation.

Public policies in support of pastoralism

Livestock farming plays an important role in the economies of Sahelian countries. In Burkina Faso, it accounts for 18% of the gross domestic product (GDP) and occupies a large proportion of the population. The livestock population is growing rapidly. Its nominal value in 2017 is estimated at more than 2,674.8 billion CFA francs, with a significant contribution from cattle (62%) and small ruminants (27.4%). The livestock sector ranks third, behind gold and cotton, in terms of contribution to the trade balance.

Assessment of available research/literature on pastoralism

The government has put in place a policy of securing and managing pastoral resources in a sustainable manner, strengthening the capacities of pastoralists, improving the income of all producers, defending the interests of pastoralists, etc. The strategy documents clearly show the efforts made by the public authorities to benefit livestock farming: PAPISE, PNDP (National Programme for the Development and Sustainability of the Territory (SNADDT), the PNDES and the Rural Development Strategy (SDR) stem from the PNSR II.

Despite the efforts made, the main problems relating to grazing areas are: (i) land tenure insecurity linked to the covetousness of the pastoral zone; (ii) the failure to register developed pastoral zones in the name of the State or the competent territorial authorities; (iii) the low level of boundary marking; (iv) the low level of involvement of local populations in the activities of the pastoral zones; and (v) the low level of organisation and professionalism of the herders.

Pastoralism and rangeland management

Burkina has three major agro-ecological zones that fundamentally mark the space in which pastoral livestock production takes place. Burkina Faso is a country with a pastoral tradition (26 developed areas covering 775,000 ha out of more than 160 potentially developable areas). Livestock

mobility is internal but often goes beyond national borders to Ghana, Cote d'Ivoire, Benin, Togo but also Niger and Mali.

The main constraints to transhumance in recent years are armed insecurity, the increased poverty of pastures in the north leading to early departures for large-scale transhumance, the reduction in grazing areas due to agricultural expansion and increased land sales, and the virtual disappearance of passage corridors. We are also seeing pastoral areas being called into question by agricultural colonisation and the lack of infrastructure on the grazing lands for watering animals and providing health care. Conflicts between farmers and livestock keepers are more frequent and sometimes violent, sometimes taking on the appearance of community confrontations.

Pastoralist organisations (APESS, CRUS, RECOPA, RBM, etc.), together with local authorities and state services, are working to create a favourable environment by using existing texts and laws (the law on pastoralism and its application texts, the environmental code, etc.) for a peaceful pastoralism whose social, economic and cultural importance is undeniable. This is done in a logic of negotiation between local actors (administration, farming communities, herders) because for an organisation of space in a differentiated vocation zone, the dual nature of land laws (modern and traditional) does not currently authorise the allocation of land to pastoralism, especially as herders are not always landowners. Monetisation (sale) has complicated the situation because of land speculation practices by new actors who have learned to exploit the niches that the law allows.

Climate change and pastoralism

Climate change, marked by a variation in rainfall, has an impact on pasture production and the filling of natural water points. Indeed, the productivity of pastureland has been reduced and more than 200,000 ha of land are degraded per year in Burkina Faso. Producers feel this as a demand for management of the uncertain with a constant displacement of their reference points. When you leave you don't know when you'll return. The journeys are longer and we are seeing more and more herds of pastoralists settling in the host coastal countries far from their home lands.

Despite the regional texts of UEMOA and CEDAO on the free movement of goods and people, the offence of facies has led either to the prohibition of transhumance in certain coastal countries, or to regulations that are contrary to the principles of free movement of people and goods. Despite this, sub-regional projects are being implemented to improve the practice of transhumance (PRAPS, PRIDEC, etc.).

International or regional cooperation in support of pastoralism

- **Global overview**

The PNSR enshrines the application of Directive 06-2009/CM/UEMOA which provides for the introduction of programme budgets in UEMOA countries. It is inspired (i) at the international level by the Sustainable Development Goals (SDGs) adopted in September 2015, (ii) at the African level, it is based on the Malabo Declaration adopted by the African Union and translated into the new cycle of the Comprehensive Africa Agriculture Development Programme (CAADP+10); (iii) at the regional level, the NSSP II is in line with the new ECOWAS agricultural policy (ECOWAP+10) which translates into seven (07) major orientations for a better regional contribution to the achievement of the Malabo commitments by 2025. All the projects written in recent years are in harmony with the results framework of the livestock and fisheries resources sector budget programmes

- **Overview of best practices and trends in support to pastoralism**

The implementation of development strategies and programmes has led to the design and execution of numerous projects and programmes on the ground by the State, its technical and financial partners, local and international NGOs, with the active participation of local authorities and grassroots actors.

Thus, major national and regional projects to support pastoralism are being implemented in Burkina. These projects include :

PRAPS- Regional support programme for pastoralism in the Sahel

MOPS Smooth cross-border pastoral mobility and social stability in the Sahel

PREDIP Regional Dialogue and Investment Project for Pastoralism and Transhumance, which operates in eight West African countries

PADELB Support project for livestock development in Burkina

- **MODHEM (illustrative case)**

The MODHEM project (Mobile data for moving herds management and better incomes in Burkina Faso) is a project implemented by SNV Burkina in partnership with the Ministry of Animal Resources and private individuals. It aims to use geo-satellite data and mobile telephony to provide decision-support information for agro-pastoralists.

Call centres provide producers with information on :

- the availability of pasture and water on the national territory to define the transhumance route;
- the weather (start of the seasons, length of the rainy season) to organise the agricultural season, the seeds
- prices of animal and agricultural products
- existing corridors

More than 100,000 producers use these platforms for both pastoral and crop production activities.

4. MAIN CONCLUSIONS AND RECOMMENDATIONS

Small-scale farming, which concerns family farming, remains the basis of food and nutritional security in Burkina Faso. It also contributes, through cash crops such as cotton, to providing an export base for the country's trade. This activity, which still occupies more than 73% of the population of Burkina Faso, is supported by national and international public policies. These policies, which take into account the context of climate change and the need for resilience, must integrate a new challenge linked to the security crisis that the country and the Sahelian sub-region are experiencing. While the effects of climate change are already having an impact in terms of exacerbating conflicts over access to rural land and other related natural resources (water, pasture, forest resources, etc.), the security situation marked by displaced populations adds to the need to adjust public policies in order to absorb these displaced populations peacefully into their host environment.

The adjustment of public policies also implies a better coherence to be developed between the agricultural and pastoral sectors. Indeed, displaced populations increase the need for agricultural land with the risk of further disrupting the mobility of pastoral livestock. A political perspective underway in Burkina Faso concerns the merger of the agricultural and pastoral sectors into a single ministry as of January 2022. This choice may present opportunities for better synergy, but it also poses challenges in terms of taking both sectors into account in a balanced way. In any case, an essential recommendation remains the need to better engage in spatial planning actions of local authorities that allow for a better consideration of small-scale farming and pastoral livestock. This remains an important factor and condition for better social cohesion in rural areas.

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