



GOVERNMENT OF BURKINA FASO

UNITED NATIONS DEVELOPMENT PROGRAM

GLOBAL ENVIRONMENT FUND

Project Title: **COUNTRY PARTNERSHIP PROGRAMME ON SUSTAINABLE LAND MANAGEMENT IN BURKINA FASO (CPP)**

In Burkina Faso, the economy is dominated by agriculture and animal production, which together provide employment to more than 85% of the population and account for approximately 70% of export earnings. Thirty percent of the country's arable land (81 808 km²) suffers from severe degradation, while another 4% (10 537 km²) is severely degraded. The trend is increasing and accelerating. Land degradation is manifested by low organic matter in the soils, the intensification of the desertification process through all forms of soil erosion, the build-up of ferralitic compacted crusts and a reduction in the soil's natural productivity, all of which inevitably endanger agricultural activities and natural habitats, including the resilience of some species. The standard project approach, being sometimes sector oriented or other times productivity led, top-down or non-participatory, has not allowed the Government of Burkina Faso and its partners (farmers, policy-makers, donors, etc.) to address these specific challenges. Furthermore, the standard approach has not led to a critical mass of long term (20-30 years) investments that is required to reverse land degradation. Fully aware of this challenges, the Government has demonstrated a strong commitment to reverse this tendency, but despite reported achievements, many obstacles still hamper the promotion of sustainable land management in Burkina Faso. Therefore, the Government, with the support of the United Nations Development Programme (UNDP) has embarked on the process of developing a CPP within the context of the Global Environment Facility (GEF) OP 15. The CPP is a pilot partnership for sustainable land management in Burkina Faso that has the **global objective** of combating land degradation. The **specific objectives** are to: (a) develop and implement a sustainable partnership for an enhanced coordination and an equitable and integrated approach to sustainable land management; (b) promote an institutional and political enabling environment to better tackle and implement sustainable land management in Burkina Faso; and (c) foster the promotion of an equitable and integrated approach to sustainable land management including indigenous and innovative practices.

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Acronyms

ABN	Autorité du Bassin du fleuve Niger
ADP	Assemblée des Députés du Peuple
AFD	Agence Française de Développement
AFVP	Association Française des Volontaires du Progrès
AGRHYMET	Centre Régional de formation en Agro-Hydro-Météorologie
ALG	Autorité de Liptako Gourma
ANGDT	Autorité Nationale de Gestion Durable des Terres
BF	Burkina Faso
BDLB	Banque de Données des Localités du Burkina
BDOT	Base de Données d'Occupation des Terres
BM	Banque Mondiale
BNDT	Banque Nationale de Données Topographiques
CADIPP	Centre d'approvisionnement et de Distribution des Produits de la Pêche
CC	Comité de Coordination
CCD	Convention de Lutte Contre la Désertification
CCTP	Cadre de Concertation Technique Provincial
CDB	Convention sur la Diversité Biologique
CES/AGF	Conservation des Eaux et des Sols et Agroforesterie
CES-DRS	Conservation des Eaux et des Sols - Défense et Restauration des Sols
CGCT	Code Général des Collectivités Territoriales
CILSS	Comité Permanent Inter Etat de Lutte Contre la Sécheresse au Sahel
CIRAD	Centre de Coopération Internationale en Recherche Agronomique pour le Développement
CIVGT	Commission Inter Villageois de Gestion des Terroirs
C/J	Champ et jachère
CNCPDR	Comité National de Coordination des Partenaires du Développement Rural
CNP	Comité National de Pilotage
CNRST	Centre National de la Recherche Scientifique et Technologique
CNUED	Conférence des Nations Unies sur l'Environnement et le Développement
CONEDD	Conseil National pour l'Environnement et le Développement Durable
CPAT	Commission Régionale d'Aménagement du Territoire
CPF	Confédération Paysanne du Faso
CPP	Country Partnership Program
CPWF	Challenge Program for Water and Food
CRA	Chambre Régionale d'Agriculture
CRC PSA	Comité Régional de Coordination des Politiques Sectorielles Agricoles
CSLP	Cadre Stratégique de Lutte Contre la Pauvreté
CT	Collectivité Territoriale
CVD	Comité Villageois de Développement
CVGT	Commission Villageoise de Gestion des Terroirs
DANIDA	Danish International Development Agency
DMP	Desert margin Program
DFN	Domaine Foncier National
DG	Directeur Général
ECOPAS	Ecosystème Protégé de l'Afrique Soudano- sahélienne
FAO	Organisation des Nations Unies pour l'Alimentation et l'Agriculture
FDR	Fonds de Développement Rural
FEER	Fonds de l'Eau et l'Équipement Rural

FED	Fonds Européen de développement
FEM	Fonds pour l'Environnement Mondial
FENU	Fonds d'Equipeement des Nations Unies
FIDA	Fonds International de Développement Agricole
FIL	Fonds d'Intervention Locale
FRDA	Fonds Régional de Développement Agricole
GEF	Global Environment Found
GEFSEC	Global Environment Found Secretariat
GERES	Groupe Européen de Restauration des Sols
GDT	Gestion Durable des Terres
GoB	Gouvernement du Burkina Faso
GM	Global Mechanism
GRN	Gestion des Ressources Naturelles
GTZ	Gesellschaft für technische Zusammenarbeit (Coopération Allemande)
ha	Hectare
IEC	Information Education Communication
HIPC	Heavily Indebted Poor Countries
IDA	International Development Agency
IFAD	International Agricultural Development Fund
IFDC	Centre International pour le Développement des Engrais
IGB	Institut Géographique du Burkina
IIED	Institut International pour l'Environnement et le Développement
INERA	Institut de l'Environnement et de la Recherche Agricole
INSD	Institut National des Statistiques et de la Démographie
IPM	Integrated Pest management
IRSAT	Institut de Recherche en Sciences et Appliquées et Technologies
J	Jour
Km	Kilomètre
LCD	Lutte Contre la Désertification
LD	Land degradation
LPDRD	Lettre de Politique de Développement Rural Décentralisé
MAHRH	Ministère de l'Agriculture de l'Hydraulique et des Ressources Halieutiques
MATD	Ministère de l'Administration Territoriale et de la Décentralisation
MBV	Micro bassin versant
MDG	Millenium Development Goals
MEBA	Ministère de l'Enseignement de Base et de l'Alphabétisation
MECV	Ministère de l'Environnement et du Cadre de Vie
MEDEV	Ministère de l'Economie et du Développement
MESSRS	Ministère des Enseignements Secondaires, Supérieurs et de la Recherche Scientifique
MFB	Ministère des Finances et du Budget
MMCE	Ministère des Mines des Carrières et de l'Energie
M&E	Monitoring and evaluation
MRA	Ministère des Ressources Animales
MITH	Ministère des Infrastructures des Transports et de l'Habitat
NAP/CD	National Action Program/Combat Desertification
NEPAD	New Partnership for Africa's Development
OCDE	Organisation de Coopération et de Développement Economique
ONG	Organisations Non Gouvernementales
ORD	Organisme Régional de Développement
OSC	Organisation de la Société Civile

PAB/SO-S	Programme d'Aménagement de bas-fonds au sud-ouest et dans la Sissili
PADAB	Programme d'Appui au Développement de l'Agriculture au Burkina
PADRD/GK	
PAE	Programme Agro Ecologique
PAEOB	Projet d'Appui à l'Elevage dans l'Ouest du Burkina
PAF/OXFAM	Projet Agroforestier/Oxford-Famine
PAFT	Plan d'Action Forestier Tropical
PAGEN	Projet de Partenariat pour l'Amélioration de la Gestion des Ecosystèmes Naturels
PAGIRE	Plan d'Action pour la Gestion Intégrée des Ressources en Eau
PANE	Plan d'Action National pour l'Environnement
PAN/LCD	Programme d'Action National de Lutte Contre la Désertification
PATECORE	Projet d'Aménagement des Terroirs et Conservation des Ressources
PBIV	Projet Petit Irrigation Villageoise
PDA	Projet de Développement de l'Agriculture
PDE/LG	Projet de Développement de l'Elevage dans la Région du Liptako Gourma
PDF	Projet Development Fund
PDHA	Projet de Développement Hydro-agricole du Soum
PDL	Projet de Développement Local
PDLO	Programme de Développement Local de l'Ouest
PDRD	Projet de Développement Rural Décentralisé
PDRSO	Projet de Développement Rural du Sud Ouest
PEDD	Plan d'Environnement pour le Développement Durable
PFDL/BH	Programme d'Appui a la Gestion du Fonds de Développement Local dans les Provinces Des Balé et Houet
PFIE	Programme de Formation et d'Information en Environnement
PFN	Politique Forestière Nationale
PGDT/RCO	Projet de Gestion Durable des Terres dans la Région du Centre Ouest
PH	Potentiel d'Hydrogène
PIB	Produit Intérieur Brut
PICOFA	Projet d'Investissement Communautaire en Fertilité des Sols
PM	Pour Mémoire
PNAF	Programme National d'Aménagement des Forêts
PNDRD	Programme National de développement Rural Décentralisé
PNFV	Programme National de Foresterie Villageoise
PNGIM	Programme National de Gestion de l'Information sur le Milieu
PNGT	Programme National de Gestion des Terroirs
PNUD	Programme des Nations Unies pour le Développement
POPAN	Programme Opérationnel du PAN
PPOKK	Projet participatif Oubritenga-Kadiogo-Kourweogo
PREDAS	Programme Régional pour le Développement des Energies Nouvelles et Renouvelables au Sahel
PROGEREF	Projet de Gestion Durable des Ressources Forestières
PRONAGEN	Programme National de Gestion des Ecosystèmes Naturels
PRSP	Poverty Reduction Strategy Program
PSA/RTD	Projet de Sécurité Alimentaire par la Récupération des terres Dégradées dans le Nord du Burkina
PSB	Programme Sahel Burkinabé
PSO	Plan Stratégique Opérationnel
PTF	Partenaires Techniques et Financiers
PVD	Plan Villageois de Développement

PVNY	Projet Vivrier Nord Yatenga
RAF	Réorganisation Agraire et Foncière
RSP	Recherche sur les Systèmes de Production
SDR	Stratégie de Développement Rural
SEF	Shelia Eco Farm
SLM	Sustainable Land Management
SNAT	Schéma Régional d'Aménagement du Territoire
SNGIFS	Stratégie Nationale de Gestion Intégrée de la Fertilité des Sols
SNIE	Stratégie Nationale d'Information Environnementale
SOFITEX	Société des Fibres et Textile
SOSUCO	Société Sucrière de la Comoé
SP/CPSA	Secrétariat Permanent de la Coordination des Politiques Sectorielles Agricoles
SP/CONEDD	Secrétariat Permanent du Conseil National pour l'Environnement et du Développement Durable
SRAP	Sub regional Action Plan (UNCCD)
SRAT	Schéma Régional d'Aménagement du Territoire
STC/PDES	Secrétariat Technique de Coordination des Politiques de Développement Economique et Social
UE	Union Européenne
UEMOA	Union Economique et Monétaire Ouest Africaine
UICN	Union Mondiale pour la Nature
UN	United Nations
UNCCD	United Nations Conference Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Program
UNFCCC	United Nations Framework Convention on Climate change
UNSO	Bureau des Nations Unies pour la region soudano sahélienne
US	United States
WB	World Bank

A. PROGRAMME RATIONALE

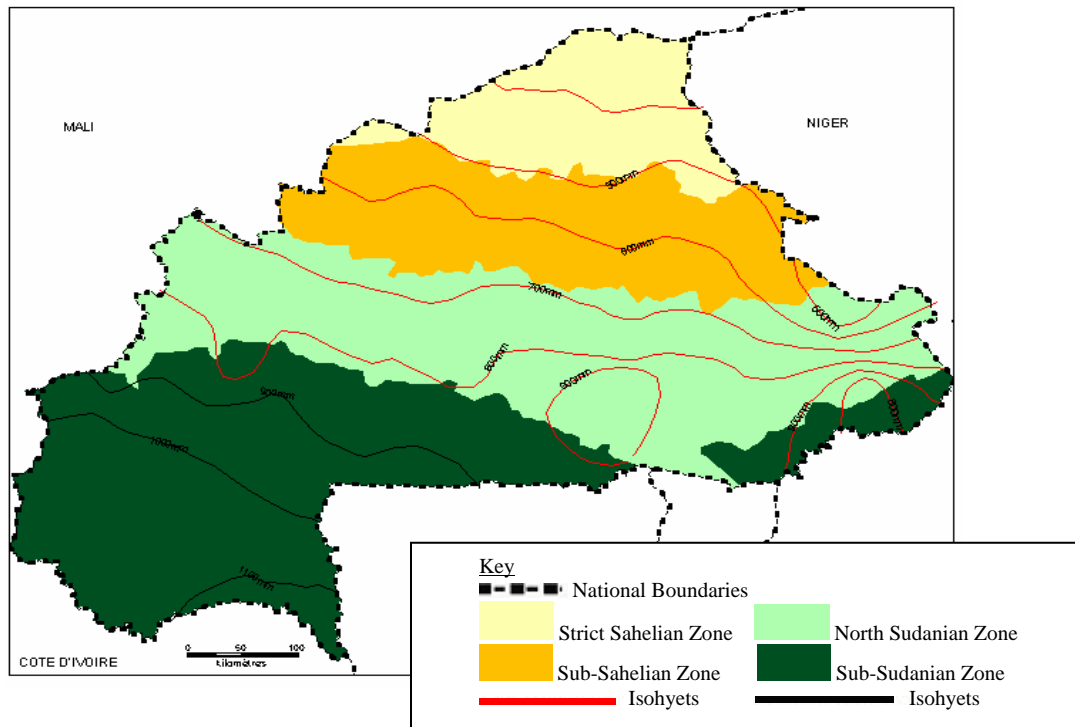
1. Burkina Faso is a land-locked country with an economy based on the primary sector. It is located in the centre of West Africa in the transition zone between the South Sudanian and Sahelian regions. It is bounded on the north and west by the Republic of Mali, to the South by the Republics of Cote d'Ivoire, Togo, Benin and Ghana, and to the East by the Republic of Niger (see Figure 1). The country extends 625 km from North to South and 850 km from East to West and covers an area of around 274,000 km², with a population of more than 10 million inhabitants and an annual growth rate of 2.3%¹. The population is 85% rural with an average national population density of around 40 people per Km². In 1985, the country had around 8 million resident inhabitants. This number grew to nearly 11 million in 1996 (10,775,566 to be exact). In comparing the statistics from 1985 and 1995, it appears that in 11 years, the population increased by 29%, and if this rate continues, in the year 2010, the population of 1985 will have doubled, reaching or surpassing 15 million inhabitants with around 52 percent women, and 55 inhabitants per km². The economy of Burkina Faso is dominated by agriculture and livestock production which occupies more than 85% of the population and provides nearly 70 percent of export receipts. Thirty percent of the cultivated land is severely degraded (81,808 Km²), and four percent is severely degraded (10,537 Km²), with a tendency towards degradation.
2. In Burkina Faso, the economy is largely dominated by **agriculture, livestock production, and forestry**. These three sectors occupy nearly 85% of the population and produce nearly two-thirds of its wealth. The principle factors of production are **land** and **human capital**.
3. The past three decades have been marked by barely supportable pressure on land resources. As a consequence, there has been a decline in agricultural production, degradation in the quantity and quality of land and grazing areas, and an impoverishment of the biological diversity (disappearance of plants, including medicinal plants, animals, birds, insects, micro-organisms, etc.), food insecurity and a deepening of poverty, and increasing competition for access to land for different usages and users.
4. This continual degradation of natural capital is explained by the fact that government initiatives were often developed to react to the most pressing needs (response to emergencies), with a resulting inattention to **sustainable land management**. The short term economic and political benefits were often obtained at the price of long-term environmental damage. This is also true for users of land who have just enough to live on, and who had practically no other choice than to search for immediate benefits for their survival.
5. Also, in many cases, sectorial development and the proliferation of institutions appears to have constituted the primary elements of development strategy. **Very few efforts were developed or are developed to provide a holistic long-term vision which is shared by all the development actors** (Government, populations, civil society, private sector, cooperation partners, etc.). **Moreover, the decisions which are often made at the highest levels of government without any true grass roots participation render their impact fairly inefficient in terms of poverty alleviation at the local level.**
6. The Partnership Programme for Sustainable Land Management in Burkina Faso aims to overcome these various barriers so as to promote ecosystem integrity, taking into account the

¹ See INSD, latest population survey of 1996.

spatial variation of land resources, the functioning of ecosystems and the pace of change in their status, the modes of allocating land, etc.

ENVIRONMENTAL CONTEXT

7. Burkina Faso can be divided into two large agro-ecological zones; each of which can in turn be subdivided into two sub-zones (see Map 1 and Annex J). The *Sudanian zone* has rainfall of between 600 and 1200 mm. It is divided into the south Sudanian zone and the north Sudanian zone:
 - The *south Sudanian zone* has rainfalls of over 900 mm. It is the area which receives the most rainfall. It occupies 36% of the territory with an average population density of 20 inhabitants per Km². It is also a destination zone for migrants, essentially Mossi and Peul people coming from other regions of the country. The environment is undergoing change due to the effect of migratory pressures and extensive production systems. Representing less than 30% of the population in 1985, the West has 35% of the country’s arable land. The population densities are relatively low, as is the coefficient of farming intensity². The agricultural land per inhabitant varies from 1.5 to 4 hectares. The abundance of land is one of the factors which has attracted migrants from the Central Plateau. As a result there has been an increase in the area of cultivated land, a reduction in the length of time land lies fallow, a degradation of land, a change in the behavior of local residents regarding the exploitation of their land assets, and a race to the land provoked by the migrants. In certain villages, the critical agro-demographic threshold has already been reached.



Map 1: Agro-ecological Zones of Burkina Faso

- The *north Sudanian zone* covers the middle part of the country with a rainfall of 600 to 900 mm. This area makes up 33.7% of the country and has 50% of the population with only 32% of the arable land. This is also where the highest population density in the country is found. The

² This is the relationship between the cultivated and cultivatable land.

pressure on land is very strong because of the demographic pressures in this part of the country; thus the amount of agricultural land per inhabitant is low, varying between 0.7 and one hectare. The soils and agro-climatic conditions are less favorable to agriculture than in zone mentioned above. The systems of production remain traditional and are essentially oriented towards food crops, dominated by sorghum and millet and using very little fertilizer. The secondary crops which are marketed commercially include cotton, cowpeas (niebe) peanuts, and corn. The market gardens play an increasingly important role in agricultural production especially in the peri-urban areas. An extensive type of pastoral nomadism coexists with agro-pastoral livestock production.

8. The *Sahelian* zone is divided into the strict Sahelian and the Sub-Saharan zone.
 - The *strict Sahelian* zone is the extreme northern part of the country where rainfall is between 200 and 500 mm/year. It makes up 11 percent of the country. The population density is around 5 inhabitants per Km². It is primarily a region of livestock herding. The system of production has evolved towards agro-pastoralism with a tendency towards sedentary activity even if pastoral transhumance is still practiced. This zone is characterized by a significant important loss of woody and herbaceous plants. Precipitation has seen a major drop and ponds dry up very quickly. It is estimated that there is a biomass deficit of 1.2 million tons, equivalent to annual forage resources for 175,000 head of cattle. The early drying up of ponds, which limits livestock watering, brings about non-utilization of some grazing areas and overuse of others. The reduction in productivity has led to cultivation of the inland valleys, which further limits access of animals to food supplies. Also, erosion has increased following the disappearance of the woody resources.
 - The *Sub-Saharan* zone is located between the north Sudanian zone and the strict Sahelian zone; it has an annual rainfall of 600 to 750 mm. This zone is home to 19% of the population with a density varying from 36 to 50 inhabitants per Km². The pedoclimatic conditions which prevail (insufficient or irregular rains, low soil fertility) constitute a serious constraint to the development of agriculture. This means the problem of food security is an acute one. Given the limited abilities of most of the producers to invest in inputs, leaving land fallow has been the existing practice used to maintain soil fertility and to reclaim the soils. This practice also ensures sustainability of the production systems. A good fallow lands approach presumes that there is enough available land for it. Such an area is almost non-existent today with the strong demographic pressures which have led to abandoning fallow practices and also led to the shrinking of pasturelands creating conflicts between farmers and herders. Also production of monoculture cereal grains without the support of fertilizer has reduced soil fertility.
9. The climatic characteristics shown below (Table 1), in particular rainfalls are subject to high irregularity from year to year. Since the beginning of the 1970s, Burkina Faso has seen chronic drought, including the most serious periods in the years 1972-74 and 1983-84.

Table 1: Characteristics of climate zones

Climate Zone	South Sudanian	North Sudanian	Sahelian
Annual Rainfall	>1000 mm	1000 to 600 mm	<600 mm
Length of rainy season	180-200 days	150 days	110 days
Number of days of rain	85-100 days	50-70 days	<45 days
Annual mean temperature	27°C	28°C	29°C
Seasonal temperature range	5°C	8°C	11°C

Atmospheric Humidity			
Dry season	25%	23%	20%
Wet season	85%	75%	70%
Annual Evaporation	1500-1700 mm	1900-2100 mm	2200-2500mm
Annual Evaporation (Class A container)	1800-2000 mm	2600-2900mm	3200-3500mm

10. The natural forests covered 16,620,000 hectares, of which 880,000 hectares were classified forests, according to the results of the National Forest Inventory of 1980 (Parkan, 1986). They are essentially composed of shrub and tree savannah characteristic of the Sudanian and Sahelian regions with poor pedological and precipitation conditions. Relatively rich growth is found in regions where population is dense, which is half the country (Southwest and East). The human-derived vegetation cover includes fallow areas and fields. The system of exploitation traditionally saves sought after woody vegetation. It is this group of plant formations which constitute the basis of forestry production. Table 2 shows the evolution of forest cover between 1978 and 1987.

Table 2: Evolution of forest cover in Burkina Faso

Plant Types	Area in 1978 (x 1000 ha)	Area in 1987 (x 1000 ha)
Tree savannah	4,848	4,684
Shrub Savannah	10,185	2,828.6
Steppes	1,200	4,762.5
Thickets	3,870	621.9
Total	16,620	12,897
Cultivated and fallow areas	8,770	14,523

SOCIO-ECONOMIC CONTEXT

11. Burkina Faso is an agricultural country and the evolution of its GDP depends essentially on agricultural production, which is largely dependent on climatic conditions, because of the modes and technologies of production used (low mechanization and little use of fertilizers). Agriculture makes up the primary source of employment and income for nearly 85 percent of the population. Agriculture contributes more than 30% of the GDP as compared to livestock, which is 16% of GDP. In the Western region, cash crops contribute 35.9% of income, followed by food crops which are 28.9%. Livestock production makes a particularly important contribution in the Northern and Centre-North regions, or 38.6% and 27.1%, respectively.

12. Not counting some products such as game, fishing, honey and several others, the forestry sector contributes 15.6% of GDP. According to the FAO in 1987, wood made up 9.4 % of GDP, woody forage 2.5 %, shea nuts (karité) 1 %, traditional herbal medicines 0.9 %, which corresponds to 66 billion CFA francs (CNRST, 1995).

13. The economic activities of Burkina Faso are concentrated in agriculture, livestock production, fishing, and forest products (carried out by 87% of men and 90% of women). The distribution of these activities shows a great predominance for agriculture, livestock, fishing and hunting in the rural areas (95% of all activities), compared to 4.2% of activities occurring in urban areas.

14. The population can be divided into major groups which include: salaried workers, small traders and artisans, farmers, herders, inactive people and those who work for others. It can be seen from this table that 78% of the Burkinabé population practices food and cash crop agriculture.

Table 3: Division of socio-economic activities by gender (nationwide).

Socio-economic group	Male	Female	Combined Totals	
			Total	Percentage %
Public sector salaried workers	201,265	202,457	403,722	4.3
Private sector salaried workers	128,478	121,801	250,279	2.7
Artisans	293,973	293,866	587,839	6.3
Other activities	30,837	31,567	62,404	0.6
Food Crops	3,159,056	3,234,954	6,394,010	68.1
Cash crops	496,884	482,868	979,752	10.4
Total	4,656,747	4,735,820	9,392,567	100

Source: INSD: Priority Survey of Household Living Conditions 1996

15. The secondary sector is not well-developed; it contributes an average 17.1 % to GDP. In the mining sector, exploration activities have indicated the presence of gold, phosphates, zinc, silver, lead, nickel, calcareous bauxite, manganese, diamonds, oil shale, magnetite and vanadium. Currently, gold is mined industrially, semi-industrially and by artisanal gold-panning. The tertiary sector (marketed and non-marketed services) is well-developed (with the exception of the west) and contributes to an average 36.5% of real GDP. Remittances of funds from emigrant Burkinabé workers are very important and have gone from 55.7 billion CFA francs in 1988 to 45 billion FCFA in 1990 and to 43 FCFA billion in 1992. This slight drop is explained by economic difficulties in the countries that received the emigrants.
16. Overall, household revenues are weak and variable, particularly in rural areas. The weak per capita income and indicators of “sustainable human development” place Burkina Faso among the poorest countries in the world. According to the National Statistics and Demography Institute (INSD 1994), 44.5% of the population lives below the national poverty line, which is 41,099 FCFA per year. This threshold is calculated based on the food and non-food household expenses and on the daily adult food calorie needs.
17. In looking at annual average spending by adults, one sees a scale of five income levels in Burkina Faso which are shown in Table 4. Among the poor, agricultural income is the most important at 54.8%, of which 19.9% is cash crops and 17.2 % is food crops, 17.9% is livestock herding, as compared to non-agricultural incomes (26.8 %).

Table 4: Standard of Living

Level	Annual average individual personal consumption expenses	Scale
1	Less than 27,619 FCFA	Extreme poverty
2	27,619 to under 38,500 FCFA	Moderate poverty
3	38,500 to under 54,830 FCFA	Average standard of living
4	54,830 to under 92 277 FCFA	Non poverty
5	Over 92,277 FCFA	Non poverty “wealth”

Source: INSD: Burkina Faso Poverty Profile 1996

Table 5: Income levels by activity sector and by region

Income	Region								
	West	South	Centre-North	Centre-South	North	South-East	Other towns	Ouaga Bobo	Total
Salaries	1.4%	6.1%	4.0%	7.1%	3.3%	0.9%	11.9%	19.0%	10.2%
Commercial Artisanal	18.4%	39.9%	32.3%	32.8%	41.0%	48.3%	59.7%	44.0%	37.3%
Cash crops	35.9%	17.6%	9.9%	8.4%	0.7%	10.7%	0.8%	0.0%	11.1%
Food Crops	28.9%	16.3%	9.3%	13.6%	4.3%	11.8%	3.4%	1.2%	10.8%
Livestock	6.5%	7.0%	27.1%	13.2%	38.6%	17.0%	1.6%	0.5%	8.5%
Remittances	4.9%	5.8%	11.7%	16.0%	6.3%	4.1%	4.9%	8.6%	8.3%
Other income	3.9%	7.3%	5.6%	8.8%	5.9%	7.2%	17.7%	25.1%	13.9%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source INSD: Priority Survey of Household Living Conditions 1996

Map 2: Incidence of poverty distribution by Administrative Region from 1998 to 2003



INSTITUTIONAL CONTEXT

The government and its divisions (Central administration and dispersed and/or decentralized services). Table 6 provides more details. The main actors are:

18. **The Ministry of Agriculture, Water Resources, and Fisheries (MAHRH)**: is responsible for aspects of production and productivity of land and its related resources. Because of the role it plays in the areas of agricultural and fish production, this ministry is very interested in and concerned with ensuring high productivity of resources from non-irrigated and irrigated agricultural land, inland valleys and hydro-agricultural development, as well as with productivity of fishery resources, primarily fish, in water bodies. Various central directorates and attached offices, and structures dispersed at the regional and provincial levels, as well as programmes and projects which fall under this ministry's oversight authority are directly involved in sustainable land management activities. Some of these entities have relevant experiences which can help nurture the programme, primarily in its aspects related to development of tools for sustainable land management, capacity-building, and promotion of water and soil conservation techniques. These include the general Directorate for Agricultural Water, FEER, the National Soils Office, the Programme for Sustainable Development of Irrigated Agriculture, the PNGT2, the PDA, the PADAB, the PDRSO, the PICOFA, the PDRD, the various authorities responsible for developing the irrigated lowlands, etc.
19. **The Ministry of the Environment (MECV)** is responsible for aspects of land conservation and land resources to satisfy the needs of current and future generations, for the genetic improvement of resources, conservation of biological diversity and the global environment. Thus it is interested in and focused on planning for land allocation, including the forests and wooded areas, and the use of farming and rural production methods that respect the equilibrium of ecosystems and the biosphere. As with the Ministry of Agriculture, the Ministry of the Environment, through a number of facilities, has a wealth of experience which can be used within the context of this current programme. These facilities include the National Centre for Forestry Seeds, which has an expertise of international renown. The MECV also is one of the rare Ministries, along with Agriculture, livestock, and the MEDEV to have decentralized structures in the regions and provinces. Significant efforts were deployed in recent years to open up the environment sector and to liberate it from the limiting "water and forests" dimension to show the link between the environment and sustainable development. These efforts still need to be consolidated within the MECV as well in other ministries.
20. **The Ministry of Animal Resources (MRA)** is responsible for aspects of productivity of grazing lands and pastures, ensuring access to water holes to herders and to forage reserves for cattle, and for capacity building of producers.
21. **The Ministry of Territorial Administration and Decentralization (MATD)** is responsible for issues arising from conflicts over access to and control of land assets, as well as for the respect for regulations and plans governing land allocation. The fact that it is responsible both for piloting the decentralization effort (a movement of political and administrative reform which allow for the creation of jobs, responsibilities, resources and political and budgetary powers at levels below those of the national government), as well as for overseeing the territorial collectivities, governorships, provinces and rural communes, gives the MATD significant responsibilities in several strategic areas such as (i) the creation of new arenas for expression, taking account of the needs and concerns of civil society at the local level, (ii) integration of the concerns and interests

of citizens in the mechanisms for land allocation planning and (iii) monitoring of public actions by the local populations.

22. **The Ministry of Economy and Development (MEDEV)** is responsible for the programmatic, orientation and coordination aspects of development, integration of environmental issues in the programmatic frameworks and investment in development such as the CSLP, planning of land allocation at the national, regional, provincial, departmental and communal levels, etc. The participation of decentralized structures of this ministry (DRED and DPED) is essential for coordination of local development activities and in managing local consultation mechanisms.
23. **The Ministry of Finance and Budget** is responsible for the aspects linked to the mobilization of internal and external resources for the implementation of land allocation policies and support for the Territorial Collectivities.
24. **The Ministry for Secondary, Tertiary and Scientific Research Education (MESSRS)** is responsible for developing the technologies and options for land allocation that respects the physico-chemical potential of the soil.
25. Alongside these strategic government players, other government actors play roles which, in one way or another, influence land management and allocation policies, practices and programmes. Such is the case with:
 - a) **The Ministry of Commerce** which is responsible for bringing to market the products which come from the land and its impact on wealth/poverty of the populations; and provision of agricultural inputs and technologies to facilitate the maintenance of soil fertility.
 - b) **The MEBA** is responsible for environmental education of young children and for the facilitation of the emergence of citizen awareness of environmental issues.
 - c) **The MITH and MMCE** activities have an impact on the quantity and quality of land resources, especially when these actions are not preceded by environmental impact studies and measure aimed at limiting or mitigating the negative impacts of their actions.

Interested groups

26. **The Chambers of Agriculture and umbrella farmer organizations.** Serving as a framework for knowledge exchanges and consultations, these organizations are representative of the country's rural diversity, and each within its own area supports the professionalization of its branches for agriculture, livestock production, fishing and forest exploitation. These organizations have three core missions which are (i) representation and consultation, (ii) information and training and (iii) promotion and support for projects to develop farmers and their organizations. They participate in national, sub-regional (West African) and international dialogues on issues related to rural development, and the status and quality of rural resources and the capital of the poor. This participation and the sharing of experiences with sister institutions in other countries has allowed them to have a better vision of their role and responsibilities, and to ensure a better accounting for the concerns and interests of their members in the definition of national and local policies.
27. **Commercial enterprises operating in the rural sector** such as SOFITEX, SOSUCO, agribusiness operators or new players, game hunting concessions, etc. As large consumers of land

resources (water, land, vegetation, wild animals, etc.), these actors do not always worry about the sustainability of these resources, and their activities often have negative collateral effects on the quality of life and global environment, such as pollution of ground water tables and surface water bodies, destruction of bees, birds and fish as a result of using pesticides, chemical fertilizers and various other chemical products.

28. **NGOs**, for which it is no longer necessary to demonstrate their importance in training the populations, and providing important goods and services to build human capital and preserve physical capital. It is not only NGOs which are active in the management of environmental issues, especially those who are fighting drought, but all NGOs whose activities have a real impact on various indicators of rural poverty.
29. **Consulting firms** and other service providers who produce tools to aid in decision-making processes, and who contribute to a better understanding of policies and programmes, especially those related to land allocation issues.
30. **Local finance entities and mechanisms** (credit unions, rural banks, etc.) which ensure the establishment of rural savings and financing of rural actors and activities which are not eligible for financing by traditional banking establishments.

Technical and Financial Partners (PTF)

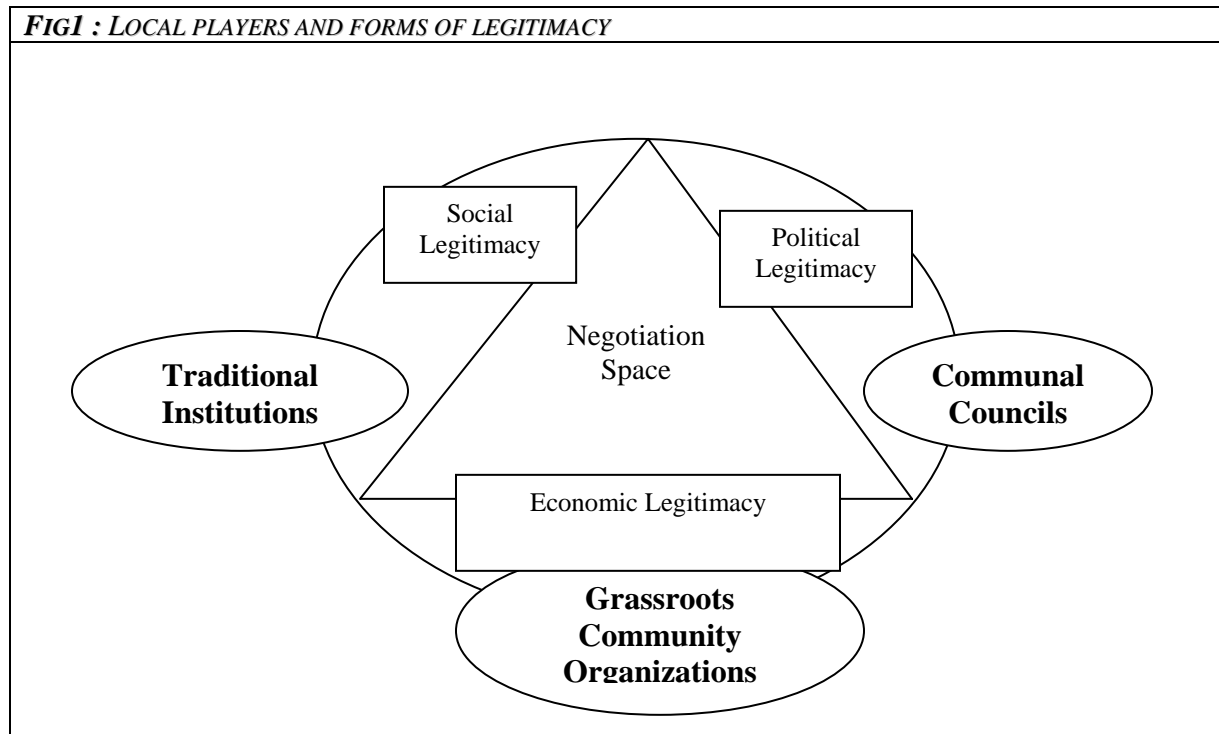
31. Technical and financial partners are defined here as all the bilateral, multilateral and international cooperation institutions which support Burkina in its development activities. This refers not just to those that are active in rural development, but to all those agencies whose activities have an influence, in one way or another, on the behavior of the poor with respect to the environment and the land, as well as on the mode of action of government agencies and others that support the rural sector. This category of players also includes sub regional African organizations, including those which, as result of their dependence on the same donor agencies as the governments which created them, provide support and direct investment on the ground (ALG, ABN, etc.) or specialize in the creation of tools and sharing of experiences (CILSS, UEMOA, etc.). These entities also include international nongovernmental institutions (IUCN, IFDC, etc.) and research organizations which conduct baseline research in Burkina Faso on land (land use, land cover), and develop technology packages which are adapted to land resources (CIRAD, Eros Data Centre, IIED, Wageningen UR, etc.).

Local players

32. Taking into account the operational implementation strategy of PAN/LCD, the directives of the SDR and the general code for territorial collectivities, one notes three groups of strategic local players for sustainable land management: the Territorial Collectivities (Regional Council, Communal Council), traditional institutions and grassroots community organizations. These three groups represent three forms of legitimacy and power which have considerable influence over local decision-making and popular participation at the local level.
33. The first type of **legitimacy** is **political**, and is embodied in the communal councils or their village equivalents (CVDs) which, as of 2006, will be vested with the legal powers to manage the territorial collectivities, thanks to the mobilization and allocation of financial resources necessary to implement local development programmes. The success of this decentralization process,

including the management plan for environmental issues, depends in large part on the capacities and willingness of the CCs/CVDs to set up inclusive and transparent mechanisms which will allow the populations to participate in the life and management of their community.

34. The second type of **legitimacy** is **social**. It is brought about by the traditional institutions which maintain a strong influence over the populations in certain regions, especially when it involves questions linked to access to and control of land resources.
35. The third form of **legitimacy** is both **social and economic**. It is brought about by grassroots community groups which, since the era of the Regional Development Organizations (ORD) mobilize themselves and the populations for community development activities, including activities of the CES-DRS. It is well-known that currently, it is mainly through the village-based groups of men, women, the “tons” and other youth associations, the CVGTs and CIVGTs, that all local development activities are occurring in Burkina Faso. It is thus important that these organizations be at the centre of the process of citizenry-based monitoring, especially because they have experience with managing financial resources, organization of human resources, and organization for the maintenance and sustainability of community investments. To these three strategic local groups must be added the **administrative and technical support structures**.



Source: Bara Guèye, IIED, report no. 135, March 2005

Table 6: Organizations which been involved in or are involved in the area of Water and Soil Conservation (CES)

Agency/ Organization	Period /start	Area of Involvement	Approach used
GERES	1962 – 1965	Small earthen dykes (diguettes), stone spillways or ditches	- Top down approach, without involving the populations - Use of large machinery (bulldozers, graders, etc.) - Insufficient raising of awareness
FDR	1972-1983	Earthen diguettes, covered with <i>Adropogon gayanus</i> (Pitto) vegetation	- Involvement of village groups - Approach more or less participatory, collaborative
FEER	1986 – 2004	Earthen dykes, vegetation bands, stone rows	- Village groups, collaborative development, distribution of food
PATECORE	1988 – 2005	Stone rows with use at water level, agroforestry	- Collaborative and individual approach
PAF/OXFAM	1979 – 1997	Stone rows with use at water level, agroforestry, training, extension, zaï	- Collaborative and individual approach
PAE (Germany)	1981 – 2000	Stone rows with use at water level, agroforestry, integration of agriculture and livestock raising, improved zaï	- Participatory voluntary approach, collaborative and/or individual development (no remuneration)
A F V P	1988 – 1992 Titao	Filtration dykes, stone rows	Collaborative Approach
Naam 6 "S" Group	1957 --	Stone rows, filtration dykes	- Decentralized mechanisms - Collaborative and individual approach
PSB/GTZ	1989 – 2004	Stone rows, filtration dykes, treatment of agroforestry gullies, half-moons, zaï	- Decentralized mechanisms - Collaborative and individual approach
PSB/ Netherlands	1992 – 2005	Stone rows, filtration dykes, treatment of agroforestry gullies, half-moons, zaï	- Decentralized mechanisms - Collaborative and individual approach
PSB/Danida	1990 – 2005	Stone rows, filtration dykes, treatment of agroforestry gullies, half-moons, zaï	- Decentralized mechanisms - Collaborative and individual approach
CES/AGF	1988-2003	Stone rows, filtration dykes, treatment of agroforestry gullies, half-moons, zaï	- Collaborative approach (village groups)
PEDI	Pays-Bas	Stone rows, filtration dykes, treatment of agroforestry gullies, half-moons, zaï	Awareness raising, Consultation; technical support; loans of supplies
6 th EDF	1988-1993	Earthen diguettes, stone rows, plant cover on anti-erosion works	Collaborative approach (village groups)
PVNY	1988 – 1993	Boulis, stone rows	Collaborative Approach at the village level
ORFA	199?	Stone rows, zaï, Agroforestry	Individual approach with innovator farmers

Agency/ Organization	Period /start	Area of Involvement	Approach used
DMP	2003 – 2008	Stone rows, zaï, Agroforestry, sub-soiling	Collaborative approach at village level
CPWF	2004 -2009	Stone rows, zaï, organic manuring, improved seeds SEF	Individual approach with innovator farmers Collaborative approach at village level

POLICY CONTEXT

36. The Strategic Framework to Combat Poverty (CSLP) aims to reconcile the necessities of structural reform and economic recovery with objectives for increasing the incomes of the poor and income transfers to the poorest of the poor. The CSLP will establish the reference framework from now on for all development plans and programmes for Burkina Faso. The great challenge which Burkina Faso faces is to reduce the poverty level of its population. In order to do this, the strategy for poverty reduction aims to reconcile the necessities of structural reform and economic recovery with objectives for increasing the incomes of the poor and income transfers to the poorest of the poor. The CSLP was adopted by Burkina Faso and approved by the international donors in 2000. The first evaluation was carried out in 2002. However, conscious of the limited nature of resources it had to spend and worried about being realistic in its approach to problems, the Government declared its priorities among which was the sustainable natural resource management. This priority responds to the population increase, the intensification of migratory movements and the growing needs of society which manifests themselves through greater and greater pressure on land, water resources, forests, game and fishery resources, exacerbating the conflicts linked to their usage. Several priority actions on land degradation were defined in the CSLP as strategic thrusts for natural resource management. The perfect adherence to the CSLP, by the public administration and the private sector, civil society and bilateral and multilateral partners, as a sole reference for orienting development opens very promising prospects and constitutes a force. A review of its initial implementation occurred in 2003 and from now it will include environmental aspects which were insufficiently integrated in the initial version. From now on the CSLP will be the framework for all plans and programmes in the country.
37. The perfect adherence to the CSLP, by the public administration and the private sector, civil society and bilateral and multilateral partners, as the sole reference for orienting development opens very promising prospects and constitutes a force. A review of its initial implementation occurred in 2003 and from now it will include environmental aspects which were insufficiently integrated in the initial version.
38. After Rio 1992, Burkina Faso adopted the Millennium Development Goals and the agenda of the World Earth Summit in Johannesburg in 2002. The Burkinabé government is very conscious of the fact that promoting sustainable development demands coordinated action. The links between poverty and degradation of natural resources, of which desertification is the most extreme case, are so evident that it is necessary to take them into account in any poverty reduction strategy. But this implies a framework of multi-sectorial actions which guarantee baseline perspectives to the populations, especially the poor.
39. In Burkina Faso, the National Action Programme to Combat Desertification (PAN/LCD) also seeks to become a framework of reference for action. It was developed following critical analyses made by different sectors of society on the causes of desertification, the solutions already applied and results obtained and on new options to consider in the fight against desertification. The PAN/LCD's primary objective is to contribute to the establishment of sustainable development in the country through capacity-building for local authorities and ensuring active participation by collectivities and local groups in the actions to combat desertification and to mitigate the effects of drought. The participatory process of developing the PAN/LCD has contributed to a better organization of the actors and to a raise their awareness to the necessity of coordinating their actions for a more effective fight.

40. The Policy Letter on Decentralized Rural Development (LPDRD) is the newest operational strategy for sustainable environmental and natural resource management. It is there to support the CSLP and the National Programme for Decentralized Rural Development (PNDRD) which follows from it and serves as a federating framework for different projects and programmes in progress and envisions the development of grassroots communities. The PNDRD was designed as a fifteen year programme in three phases of five years each, with the common objectives of fighting poverty and promoting sustainable development in rural areas. Adopted in 2002, the LPDRD centers its actions on the environment in the “promotion of sustainable and decentralized management of natural, animal, and fishery resources by co-management and concession mechanisms, through the creation of development and participatory management plans for forests, water bodies and wildlife protection areas, as well as training, organization and empowerment of local communities (...), monitoring of the evolution of forest, wildlife, and fishery resources (...), the fight against bush fires as well as an array of measures which aim to preserve natural resources.” In an all-encompassing way, the LPDRD is centered on capacity-building of populations in local development through the decentralized collectivities. In fact, the general code of territorial collectivities (articles 88, 89, 90) conveys to them the following authority in natural resource management.
41. The development of the Regulations for the Land Tenure Reform Act (RAF) and instruments for land use management (National Public Lands)). The RAF dates back to 1984 and was reviewed several times to become the Land Tenure Reform Act. It defines the National Public Lands (Domaine Foncier National - DFN) and organizes the authorities responsible for its management. The RAF seeks the empowerment of village communities to manage natural resources and rural lands, and to implement development programmes. The RAF in particular has set up Village Land Management Commissions (CVGTs), the desired expansion of which across the entire country has faced several constraints. The provisions regarding land use were not applied in rural areas because of a lack of application orders, and weighty procedures. The CONEDD is currently finalizing an environment plan for sustainable development (PEDD) which will define the guiding thrusts and reference points for sustainable development.

Table 7: List of Regulations for the RAF and the instruments for land use management

Sector	Relevant documents
Territorial Development	<ul style="list-style-type: none"> ➤ Recent adoption by the Burkinabé government of the territorial development policy document; ➤ Engagement in the process of developing the National Territorial Development Scheme (SNAT) and the 13 Regional Territorial Development Schemes (SRATs) with the adoption of the SNAT/SRAT project thanks to support from the Technical and Financial Partners ➤ Launching of the development process for the Provincial Territorial Development Schemes ➤ Adoption of several SRAT and SPAT documents by the Government
Agriculture	<ul style="list-style-type: none"> ➤ Joint order governing the creation, terms of reference and operation of the CVGTs; ➤ Orders providing support to the regional and provincial consultation frameworks; ➤ Decree governing the adoption of specifications for the management of large hydro-agricultural developments;

Sector	Relevant documents
	<ul style="list-style-type: none"> ➤ Decree governing the adoption of the Rural Development Strategy (SDR).
Livestock	<ul style="list-style-type: none"> ➤ Twelve inter-ministerial orders governing the demarcation of pastoral zones ; ➤ Joint order governing regulation of grazing and nomadic cattle herding; ➤ Joint order governing regulation of disputes between farmers and pastoralists; ➤ Guiding law governing pastoralism in Burkina Faso.
Forests and Environment	<ul style="list-style-type: none"> ➤ Around 15 implementing regulations for the forestry and environmental codes; ➤ Initiation of the “one departement, one forest” programme, which aims to endow future rural communities with community forests.
Water	<ul style="list-style-type: none"> ➤ Guiding law on water use management; ➤ Order creating a national water council.

42. The Rural Development Strategy (SDR) was developed at the end of 2003. Its overall objective is to ensure continued growth of the rural sector in order to contribute to the fight against poverty, strengthening of food security and promoting sustainable development. The SDR has five primary objectives:

- Increase agricultural, livestock, forest products, game, and fishery production through improved productivity;
- Increase revenues from diversification of economic activities in rural areas;
- Strengthen the links between producers and markets;
- Ensure sustainable management of natural resources;
- Improve the economic conditions and the social status of women and the youth in rural areas;
- Empower rural populations to be development actors.

43. In order to guarantee the success of implementing the Rural Development Strategy, the guiding principles were defined in reference to the revised Strategic Framework to Combat Poverty (CSLP) and the Policy Letter on Decentralized Rural Development (LPDRD). These principles include:

- Promotion of good governance;
- Development of human capital;
- Strengthening the decentralization process;
- Sustainable natural resource management;
- Consideration of gender perspectives;
- Reducing regional disparities;
- Refocusing the role of government, and the empowerment of professional organizations, local communities and private sector operators;
- Strengthening the partnership between the Government and other actors involved in rural development.

44. Based on these principles, seven (7) strategic directions were defined in the SDR:

- Increase, diversify and intensify agricultural, livestock, forest, game and fishery production;
- Strengthen the links between producers and markets;

- Increase and diversify sources of income;
 - Improve the provision of potable water supplies and sanitation;
 - Ensure sustainable natural resource management;
 - capacity-building of the players and creation of a favorable institutional framework;
 - Promote gender perspectives in order to improve the economic and social status of women and youth in rural areas.
45. For each selected strategic thrust, several priority actions were identified and make up the basis for developing and/or implementing the work of the operational and investment programmes.
46. Burkina Faso ratified the United Nations Framework Convention on Climate Change on 2 September 1993. A pilot project was approved by the Burkina Faso government in November 2001. The main objective of this pilot project was to create a framework and a dynamic and operational mechanism to establish a comprehensive monograph on climate change. The project was to (i) strengthen general awareness and knowledge of the problems of climate change in Burkina Faso ; (ii) grow national capacities to account for climate change issues in the planning and formulation of strategies, and (iii) strengthen the dialogue, information exchanges, and cooperation between decision-makers and the other national actors, including NGOs and the private sector.
47. The Convention on Biological Diversity, adopted by decree 93-292 R.U of 20/09/1993 following the passage of law 22-93 ADP of 24/05/1993, has as its overall objective to achieve responsible management of biodiversity by the populations between now and the year 2025. On the one hand, it aims to carry out realistic and achievable actions to preserve and restore species and their habitats, through dynamic management and sustainable use of natural resources through empowering the populations. The law also foresees a continuous improvement of the environment thanks to better control of the erosion of animal and plant genotypes. In addition, it seeks to stimulate a reflex for preservation and restoration of species and their habitats, as well as sustainable and dynamic management of natural resources.
48. Established in 1992, the National Land Management Programme (PNGT) is a national programme endowed with capacity for organizing land use. A reorganization of land use based on constraints, potentials and roles was created through more than one hundred land management plans. This was a response to the need to instill an awareness of the land's limitations among the populations in order to direct them towards an intensification of agro-pastoral production, in particular the monitoring and organization of migration. The second phase of the programme (PNGT 2) has been operational since 2001 and covers the entire country. It is the first phase of the national programme for decentralized rural development (PNDRD), which has an intervention strategy focused on grassroots local development and on increasing empowerment of the populations.
49. Reviewed in 1994 following the United Nations Conference on the Environment and Development (UNCED), a National Action Plan for the Environment (PANE) currently serves as the National Agenda 21 for Burkina Faso and seeks to be a baseline reference for planning actions linked to the environment and improvement of living conditions. The implementation of PANE will allow for the achievement of specific objectives in the medium and long term, which are:
- Managing the pressures on the rural areas;
 - Rehabilitation of natural resources and biodiversity protection;

- Improvement of living conditions;
 - The beginning of a process of sustainable development.
50. The interest in the approach of PANE resides in the crossover between programmes and frameworks and the support programmes which were designed as the horizontal thrusts of inter-sectorial activities. However, it has been shown to be too generalized to allow immediate implementation of the environmental policy.
51. The Environmental Plan for Sustainable Development (PEDD) was validated in 2004. This initiative aims to integrate environmental concerns with local development.
52. The Tropical Forestry Action Plan (PAFT), initiated under the guidance of the FAO. This plan consists of a general strategic framework proposed to developing countries, including Burkina Faso, to redirect, intensify and harmonize their forestry policies and practices in order to create a basis for sustainable socioeconomic development. Unfortunately, for financial reasons, the Burkina Faso PAFT has remained in the strategic planning phase. It currently has been replaced by the National Forestry Policy which was developed and adopted in 1995. Its implementation has been carried out through several programmes, including:
53. The National Forests Development Programme (PNAF) which has the following four fundamental objectives:
- Increasing the value of forest resources through rational exploitation;
 - Rehabilitation of degraded forest resources;
 - Job and income creation in rural areas;
 - Contributions to the organization and exploitation of rural lands.
54. The National Programme for Village Forestry (PNFV) has an intervention strategy based on empowering the populations to manage their lands and to harmonize conservation activities involving local national resources.
55. The Burkinabé Sahel Programme (PSB) since 1989 has implemented several projects with technical and financial support from German, UNSO-Danida, the Netherlands and UNDP-UNCDF and the African Development Bank (AfDB). The support of the PSB to date has enabled the development of around 40% of the villages in the Burkinabé Sahel. It has resulted in capacity building of the various players, and a beginning of sustainable development in the villages where they are active.
56. Adopted in 2003, the Action Plan for Integrated Water Resources Management (PAGIRE) has as its primary objective to contribute to the implementation of integrated management of the country's water resources, adapted to the national context, and in conformity with the guidelines defined by the Burkinabé Government (see 2001 guiding law on water management) and respecting internationally recognized principles on sustainable and ecologically rational development of water resources. This plan follows the implementation of the GIRE programme in 1999 which conducted an inventory of water resources in the country, and developed its management framework in 2001.
57. Adopted in 1999, the Operational Strategic Plan (PSO) is the culmination of a series of reflections undertaken by the government since 1996 to define the profile of agriculture in the country

through the year 2010. The PSO clearly translates the priority actions that the government wishes to implement to achieve the objectives allotted to the agriculture sector and allow the country to meet important challenges such as:

- Ensuring food security;
- Reducing poverty in rural areas;
- Restoring and improving natural resources;
- Bringing agriculture into the market economy.

In order to do this, five cross-cutting programmes and six subsidiaries were created. The priority programmes are focused on soil fertility, food security, modernization of agriculture; support for producers and their organizations and institutional support. The subsidiaries chosen are cereal grains, niébe, tubers, cotton, and fruit.

58. Concerning soil fertility, a National Strategy for Integrated Soil Fertility Management (SNGIFS) was developed in 1999. It defines the major directions and actions for the improvement and maintenance of soil fertility in Burkina, and aims to ensure sustainable agricultural production through the promotion of soil amendments and complementary technologies, and the development of a market for inputs and agricultural products. It also emphasizes the use of agro-mineral resources, notably the widespread use in Burkina of phosphate.

59. The National Policy for Sustainable Development of Irrigated Agriculture was adopted by the Government in 2005, to operationalize the Strategic Framework to Combat Poverty and the Rural Development Strategy, the national strategy for sustainable development of irrigated agriculture aims to (i) contribute to meeting the needs for food and of local small businesses, (ii) contribute to the fight against poverty, (iii) promote sustainable use of natural resources, (iv) contribute to an equilibrium between different regions of Burkina Faso, (v) respect for international agreements, (vi) increase and diversify exports. The strategy has benefited from an action plan and an investment plan to ensure its implementation and is built on four three-year phases between 2004 and 2015.

THREATS, ROOT CAUSES AND BARRIERS TO SLM³

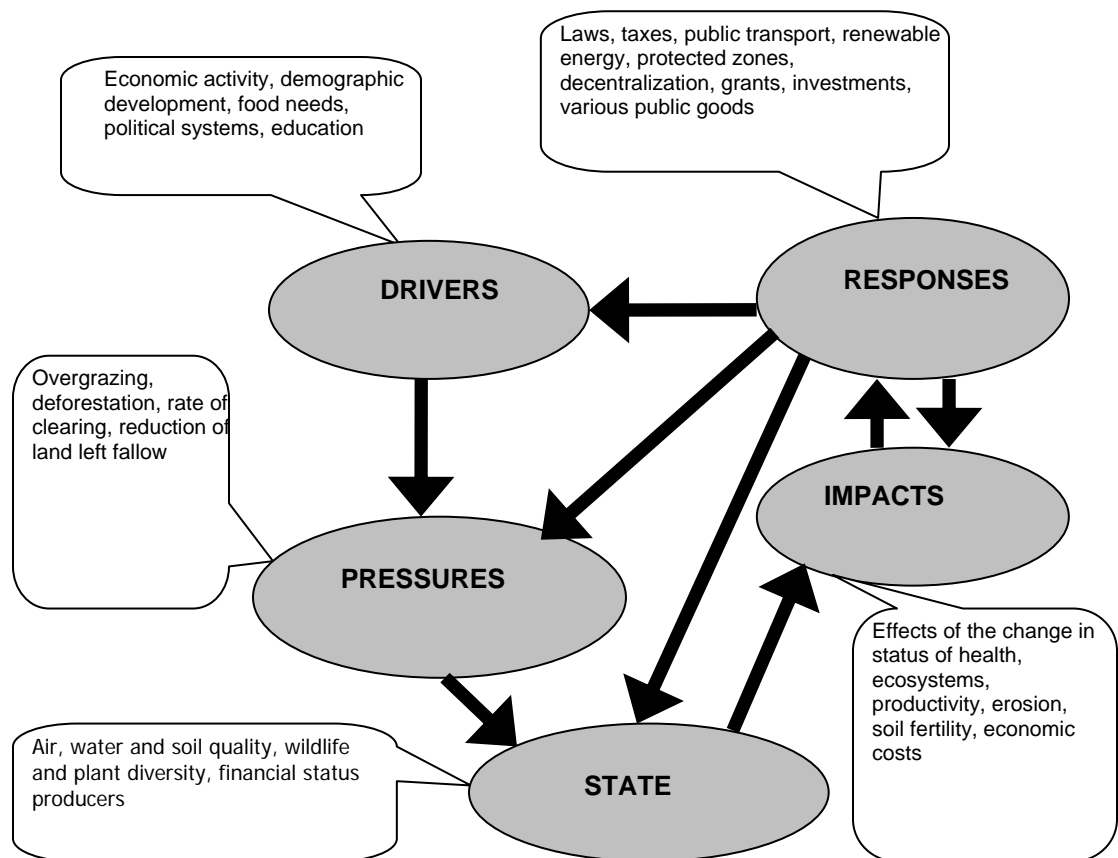
60. There are a series of constraints in Burkina Faso's rural area, contributing not only to land degradation, but also affecting other GEF focal areas, i.e., loss of biodiversity, loss of carbon sequestration potential and increases in carbon emissions to the atmosphere. The analysis of these constraints is inscribed in the DPSIR model (FPEIR in French), which is widely used to monitor desertification and degradation of the environment. DPSIR is an appropriate representation of the links between the pressures which human activities put on the land, the changing quality of natural resources due to human activity and the response to these changes. The responses, from the decision-makers' level down to the producers, are focused on the reduction of pressure on, or rehabilitation and sustainable management of, degraded lands. The exchanges between them constitute a continuous feedback mechanism, which can be used as monitoring and evaluation mechanism and for appraising the quality and the degradation of natural resources. Originally developed for the OECD, DPSIR was adopted by the European Environment Agency.

61. Land degradation has a number of **root causes**, which are tantamount to the major driving forces and pressures. They trigger concrete **threats that** manifest themselves in a general decline of both local and global ecosystem services. Responses by land users and policy makers could

³ Summary based on the PDF B Study : "Scientific Review of Land Degradation in Burkina Faso". MECV, 2005.

redress the situation to a certain extent, but a considerable number of **barriers** are met along the way. Some barriers are hard to remove within the context of the CPP, but others certainly can be, and their removal will contribute to Sustainable Land Management (see Annex M).

Figure 2: Framework for Analysis of threats and causes of land degradation



62. **Major threats** (state, impact of/on ecosystems) that have global costs are related to deteriorating ecosystem components and loss of functions. Four groups of threats can be recognized in the case of Burkina Faso. They are interdependent, as there are many feedbacks between them.

(V) Loss of vegetation and above-ground floristic and faunal biodiversity

63. It is estimated that the surface of Burkina Faso that is covered by natural vegetation declines on average by 170,600 ha/year. As a result floristic and faunal diversity are also on the decline. This has natural causes (drought in the 70s and 80s), but it also is the result of deforestation for extractive purposes, expansion of low-input and hence, land-hungry agriculture, periodic overstocking and overgrazing of range lands. In other words, *provisioning* ecosystem services are used at the expense of those services that provide global benefits, and/or have no market price, such as regulating services.

64. On top of this, loss of natural vegetation in an arid and semi-arid environment have many positive feedback mechanisms that severely aggravate land degradation and badly affect ecosystem integrity. These include (i) bare surface-driven albedo changes, affecting micro and meso level atmospheric and water circulation processes, eventually leading to declining rainfall, (ii) increasing surface temperature, leading to increased rates of soil organic matter loss and deterioration of topsoil structure upon heavy rainfall; this again accelerates water erosion as the drying up of affected soils leads to sealing and crusting, severely reducing infiltration capacity, (iii) decreases in abundance and diversity of below-ground biodiversity, (iv) increased incidence of wind erosion, and (v) invasion of exotic species of low diversity and palatability that suppress indigenous species.
65. The entire country's vegetation cover has seen changes because of land degradation and it numerous causes. In certain zones certain plants and animals have become rare or have disappeared, creating a loss of biodiversity.
66. ***In the Sahelian zone***, has been characterized by open access grazing, the reduction of grazing lands from the extensification of agriculture into marginal lands ill-suited for cropping, the reduced access to water points and the reduced mobility of the pastoralists in combination with successive and extended droughts. All these factors resulted in the drying out or shrinking of certain water bodies, natural habitats for plants and animals, and a significant drop in the water table, which negatively affects water supplies for plants and induces a high mortality level among woody and herbaceous species. There are large, severely degraded areas with heavier soils that have become crusted over resulting in very little water infiltration and very little vegetative cover. Huge expanses of dead wood littering the ground were observed in Soum, Séno and Oudalan provinces. The species that are particularly affected and which are disappearing are: *Pterocarpus lucens*, *Balanites aegyptiaca*, *Commiphora africana*, *Boscia angustifolia*, *Khaya senegalensis*, *Piliostigma reticulatum* (the fruits are used for improving dairy production). The shrinking of grazing areas is happening at the same time as the depletion or disappearance of certain species of fodder plants: *Andropogon gayanus*, *Andropogon asciodis*, *Schizachyrium sanguineum*, *Rottboellia exaltata*, *Leptadenia pyrotechnica*, *Echinichloa stagmina*, *Zornia glochidiata*.
67. ***In the Sudanian domain*** the consequences of land degradation are just as harmful. The PDF B study has concluded that the rate and trend of land degradation is higher in the Sudanian zone because of the large scale migration of populations from the north to the south due to droughts and advanced degradation, resulting in a higher population density in the south. The main problems are linked to deforestation and unsustainable agricultural practices (slash and burn, over-cropping of cash crops). In addition, the problem of uncontrolled, mid to late season bush fires, which are more rampant in this zone, induces a qualitative and quantitative degradation of the vegetation, a loss of biodiversity, soil erosion and long-term reduction in soil fertility, an upsetting of the water balance, the release of greenhouse gases, and negative socio-economic consequences. Alterations to the floristic structure and composition of the savannah as a result of changes in the timing and frequency of fires have been observed. This situation affects the least dense and diversified zones (Mbow 2000) such as the shrub savannah where *Combretacées* predominates. The appropriate management of the frequency of wild fires can lead to a densification of the woody plants and a richer floristic composition. Plant families such as *Caesalpinaceae*, *Fabaceae*, *Loganiaceae* and *Anacardiaceae* become more widespread as the fires become less regular; this tendency is also noted in the size and height of individual plants. Thus, the plants become larger as one moves from the most affected zones to one which are less affected by fire. Fire however, is one of the natural drivers of ecosystem functions in the sudanian zone and its optimal application can have beneficial effects.

(S) Loss of soil nutrients, organic carbon, and below-ground biodiversity, and acidification

68. As Burkina Faso forms part of the oldest land masses on the globe (> 2 billion years), soils are inherently old, rather acid, and devoid of major nutrients, due to weathering and leaching. High temperatures also cause rapid decomposition of soil organic matter, particularly of the labile fractions. The soil carbon storage potential is therefore less than in regions that have younger soils or colder climates.
69. Loss of fertile topsoil is almost inevitable under continuous cropping without fallow periods. Long-term trials near Koudougou and Bobo-Dioulasso have shown that topsoil organic matter is reduced to 50% of its original value or less when land is put to continuous cultivation of cereals or cotton. Use of mineral fertilizers alone raised yields, but had a similar negative impact on soil organic matter. Only a combination of mineral fertilizers, manure and return of crop residues maintained soil organic matter at approximately 80% of its original value, and also maintained below-ground biodiversity. Ten years of continuous cultivation further reduced pH by a full unit, and both long-term trials needed applications of lime or dolomite after several years to raise pH and crop yields. Soil phosphate depletion is a widespread problem wherever cereals are grown, but most smallholders cannot afford the purchase of phosphate inputs that are needed to maintain soil fertility.

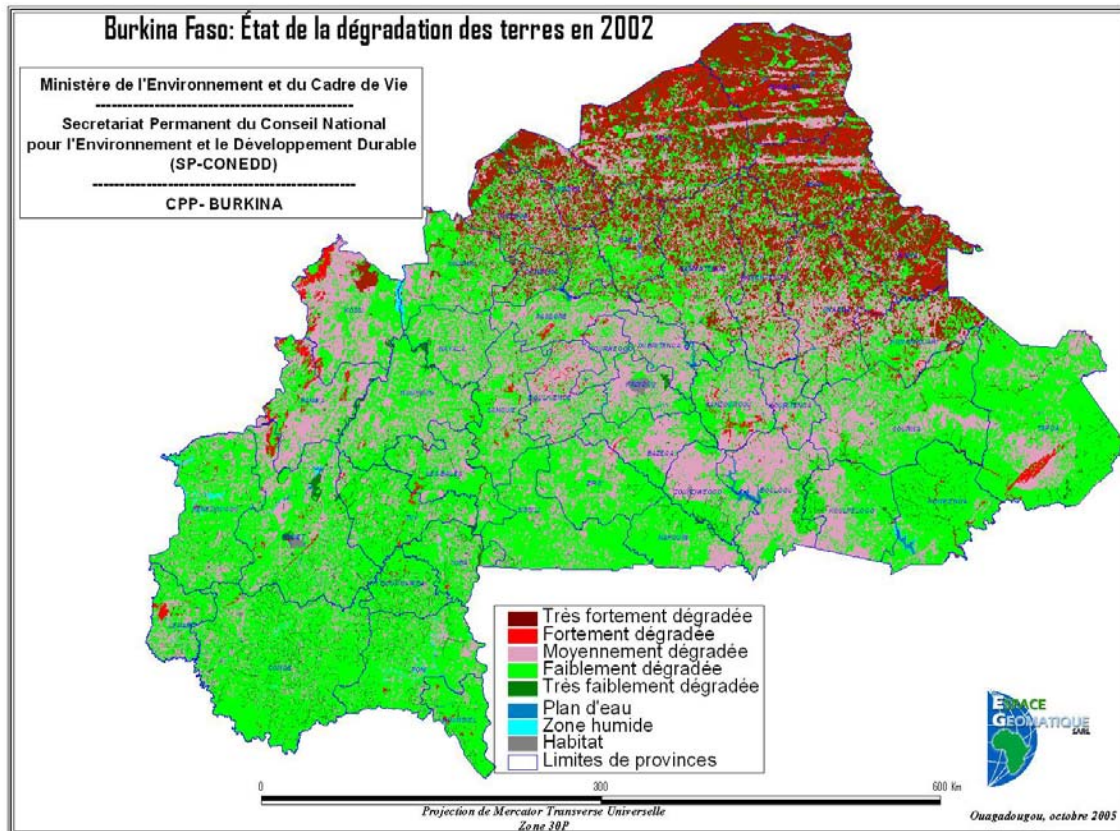
(E) Water and wind erosion, and sedimentation in and around strategic resources

70. Among the direct causes of soil erosion and desertification, without a doubt deforestation can be considered the most important and oldest one. The modalities which lead from deforestation to erosion and desertification lead to the appearance of areas covered with stones or hardened soils which severely limit the infiltration of water. The few perennial plants which have survived until now do so with difficulty. Also, germination becomes more difficult for both annual and perennial plants. During the past twenty years, a substantial increase in erosion has been observed.
71. Wind erosion is provoked by the destruction of plant cover and by overgrazing and/or overcutting and by clearing for agriculture on sandy soils in zones where the rainfall is lowest and can result in the formation of live sand dunes on the most severely degraded sites. The Sahel region is at the centre of this phenomenon. The World Resources Institute estimates the loss of soils in the central part of Burkina varies between 5 and 35 tons per hectare per year.
72. The sanding up of water courses is a major concern. It is aggravated by wind and water erosion and by the degradation of riverbanks caused by agricultural pressures. This is followed by degradation of aquatic ecosystems and the weakening of certain animal and plant species. Erosion and sedimentation change the landscape in that gullies render land useless and prone to further excavation in the rainy season, whereas sedimentation badly affects watering points and river courses. Sedimentation by wind further causes dune encroachment, burial of seeds and fertile topsoil.

(W) Loss of surface and subsurface water availability, quality and reliability

73. Water resources in Burkina Faso have been well-documented in a baseline study that preceded the Action Plan for Integrated Water Resource Management (PAGIRE). Availability and withdrawal are critical issues and moving targets. Aquifer replenishment has local and global benefits but is severely reduced when surface crusts form on badly degraded, heavier soils. Threats encompass declining total freshwater resources, increased rates of runoff, and silting up

of reservoirs and small ‘barrages’ that also have a potential for fisheries. Small-scale irrigation of vegetables seems a sustainable way of water use, but excessive use of agro-chemicals threatens water quality. Around towns, water quality in rivers and streams is also at stake, as there are no major sanitation and sewerage facilities.



INTERMEDIATE CAUSES

Land tenure insecurity (E. V. S. W)

74. Despite the clarity of the regulations of the Land Tenure Reform Act (RAF), in terms of possession of land, problems linked to the exploitation of lands remain deep-rooted. In fact, the expropriation of traditional land tenure rights could become an obstacle to certain CES and DRS technologies. This is particularly the case with the implantation of perennial crops such as tree farming. This type of technology, although it contributes to increased productivity of the land, will not normally be applied without first having secure land tenure. On an individual level, SLM investments that have a slow pay-back period (tree planting or investments in soil and water conservation structures) will only be made by those who have strong resources tenure rights. Moreover, the growing difficulty of obtaining access to good lands obliges more and more farmers to clear and to exploit more marginal lands that are susceptible to erosion and on which soil fertility maintenance is even more difficult. On the other hand, concerning investments at the community level, the issue of land tenure to date has not been an obstacle to implement the CES

technologies (Ouédraogo, pers com.). The Land Rehabilitation project and the DMP project are examples of this. Poverty is the main constraint to access to land for certain social groups, who have often granted land concessions to entrepreneurs who are financially successful in agribusiness. The existing land tenure systems and laws governing resource access rights generally provide an adequate base for community-based natural forest management or co-management. However, the land tenure framework for community or pastoralist-based range management seems to very complex. Viable range management models have not yet been developed. Land tenure may be a significant constraint for their development.

Unsustainable agricultural practices (V, S, W)

75. The traditional farming methods lead to degradation of the land. Slash and burn cropping produces effects similar to those of bush fires. In fact the technique of burning during the dry season for field preparation is a widespread practice which helps eliminate weeds, shrubs and debris in order to make it easier to work the land. This technique of burning, when practiced frequently, causes a significant loss of carbon and certain organic elements such as nitrogen and sulfur. Even though the ashes contain cations and trace elements much of this is lost removed by the wind or is carried away with the first rains. The expansion of cropped land into rangelands and forests is the single most important intermediate cause of land degradation.
76. Output/input ratios between commodities and inputs are unfavorable, and application of rock phosphate is insignificant, although it is available in the country. Nearly all agricultural soils in Burkina are deficient in phosphate and in nitrogen. The high cost of purchased inputs and the slow payback period for rock phosphate constrain their use. This situation triggers area expansion instead of intensification, causing enhanced loss of vegetal cover and non-market ecosystem services.
77. The natural potential for production depends on the biophysical conditions of the soil, but the true potential depends on the management and implementation of production methods. In Burkina, the level of use of inputs is low, with the exception of some cotton growers. The frenzied effort to get ahead in the cotton industry (and other cash crops, such as peanuts), which is fueled by the global economic environment, has provoked a depredatory exploitation of the land. In other words, this system exploits the soil to the maximum until it is completely exhausted. The mode of exploitation is incompatible with a sustainable use of land. This situation is aggravated by removal and use of harvest residues for fuel for cooking and other domestic uses or for dry season cattle feed, and this constitutes another important factor for the state of low soil fertility in Burkina Faso.

Unsustainable range management, overgrazing and overstocking (V, D, S, W)

78. An extensive type of livestock production (transhumance) is widely practiced in Burkina. The practice of growing fodder crops has remained limited. The series of droughts from 1968 to 1973, and the irregularity and uneven distribution of rains has caused a significant reduction in the productivity of range resources, especially in the Sahelian zones. During the same period growth in the population and in land under cultivation grew. This situation contributed to increasing the pressures on remaining grazing areas. The number of cattle grew from 4,432,900 in 1996 to 7,312,000 in 2003, or an increase of 65%. Goats and sheep increased from 13,709,300 to 16,739,000 for the same period (growing by 22.1%), primarily as a result of the growth of agro-pastoralism in the southern Sahelian and northern Sudanian zones.

79. Transhumance between Burkina Faso and Mali and Niger has been practiced for centuries and it continues today under international agreements that have been established. This transhumance allows for the mobility that is so critical to the ecology of the Sahelian rangeland ecosystems. A much more recent phenomenon is the development of transhumance between Burkina and the countries to the south. Unlike the transhumance to the north, this is a relatively new phenomenon without a long historical traditional. Conflicts between Burkinabe transhumants and sedentary villages in Benin and Togo are common. While the Sahelian countries have developed protocols and even regulations (e.g. the transhumant passport of UEMOA), there is no structure in place in Burkina that is capable of addressing such transboundary issues.
80. The tenure system for rangelands in Burkina is primarily one of open access. There are no range management structures or institutions in place and there are no tested, proven range management systems. Past donor-funded attempts at developing range management systems in Burkina and other Sahelian countries (in the 1960s to early 1980s) involved top-down technocratic ranching approaches that had a universal failure rate failed. The consequence of this situation is the overexploitation of the pastoral resources (woody and herbaceous plants, natural ponds, etc.) which contributes to a severe degradation of resources. This is very noticeable in the Sahelian zone (in the provinces of Oudalan, Seno and Soum) which, in 2003, accommodated 18% of cattle and 14% of the sheep and goats in the country (Animal Statistics Service, 2005). Overgrazing is much less of a problem in southern Burkina. The pastoral transhumance which consists of moving animals from one favorable area to another, following the seasons and unpredictable rainfall, generally moves primarily in a North-South axis. However, with the agricultural pressure in the South, this practice has become severely constrained and constitutes a source of conflicts between herders and farmers.

Unsustainable forest and woodland management (V, S, W)

Deforestation for timber and fuel wood needs

81. In terms of land degradation in Burkina Faso, the household energy needs manifests itself in the form of unsustainable over-cutting of trees and even as deforestation. The major factor is the large, growing urban markets for wood fuels. This has been exacerbated by recent sharp increases in the price of fossil fuels. Overcutting is a severe problem in unmanaged forests with the urban fuelwood supplies zones. Burkina has several hundred thousand hectares of dryland forests, primarily of wooded savanna, under co-management systems. Most of this is within the Ouagadougou fuelwood supply zone. Community managers harvest and market fuelwood and other products based on management plans that have been jointly prepared with the government forestry service.
82. Burkina is one of the leaders in West Africa for natural forest management. It has the best established, most diverse program of natural forest management, with at least 600,000 ha of dry forest under largely self-financing, participatory management systems. The basic model was developed almost 20 years ago. A number of successful variations have been developed and adapted to a range of ecosystems and to both gazetted and communal lands. Burkina is also one of the leaders in the development of wildlife management in West Africa, including wildlife ranching. They are also arguably the leader in the integration of fire management into both dryland forest and wildlife management. Burkina has insufficient capacity for replicating and adapting this successful model. The overexploitation of forest products, combined with clearing for agriculture and other factors, exhibits itself as a degradation of the forest cover and a shrinking of its surface area (by 150,000 ha to 180,000 ha per year). The woody combustible material represents 91% of the national wood consumption and meets 90% of household energy needs. The accelerated urbanisation which the country has seen, as well as the growth in the need

for wood for energy, brings changes in the means of supply and causes an intensification of commercial sales of firewood. The result is an overexploitation of wood resources close to the consumption centers, and their progressive depletion.

Bush fires

83. Early, light burning is a basic part of the ecology of the savanna forests in the Sudanian zone. Shrub savannas in the Sahelian zone are ill-adapted to fire. Uncontrolled bush fires in either zone can cause severe degradation of wooded and shrub savanna ecosystems and can even lead to a breakdown in the structure of surface layer of the soil. Mid to late dry season wildfires can cause temperatures in the top few centimeters of topsoil to rise above 50 °C for short periods, which dries out the top soil layers, dehydrating the iron oxide and baking the clays that quickly lose their plasticity, their absorptive capacity and their ability to retain water. Repetitive, uncontrolled bush fires and their tempo are important factors in land degradation. These factors were mapped out in 2005 by R. Diébré for the PNGT2 (see maps). Table 7 describes surface areas and proportions of combustible materials that were burned between 2001 and 2004. Recent progress has been made on developing guidelines for proper use and management of fire in savanna ecosystems in Burkina.

Hunting and gathering

84. Different types of wildlife exploitation, especially hunting, are not always done rationally and sustainably. Also, the wildlife and its habitat are the target of various assaults: most notably poaching and clearing for agriculture. The result of these harmful practices include the shrinking and fall in habitat productivity, and a qualitative and quantitative diminution of wild animal populations (biological diversity) such that threatened with extinction, some species are classified as partially or fully protected.
85. **Root causes** (major drivers, pressures) that turn these threats into reality include the following. The threats that are the result of these root causes are put in brackets.

Population pressure (V, S, W)

86. In 1961, the Burkinabé population was estimated at 4,482,000 inhabitants. In 2001, this number had increased to 11,856,000. Between 1961 and 2001, the average annual population growth rate was 2.47 %. The population has practically tripled in 40 years while the arable land remains unchanged (9,000,000 hectares). Moreover, the distribution of population density over the country is very uneven (23 in Haut Bassin – 141 in Yatenga). As almost 80% of the population lives in the rural area, and still increases in number, the need for increased use of *provisioning* ecosystem services is obvious. Recurrent droughts and declining longer-term rainfall since the mid-1960s has pushed people closer together on fewer natural resources. The customary land tenure system has either broken down or has been overturned by nationalization, converting it to semi-open access in most areas. Conflicts between sedentary agriculturalists on the one hand and pastoralists on the other hand have increased in the northern parts of the country. Increasing numbers of pastoralists have meanwhile become semi-sedentary. A second source of conflict is between indigenous people and recent migrants, mainly in the southern parts of the country where migrants had to move to when droughts and declining resources made life in the north too harsh.

Poverty (V, S, W)

87. The integration of agricultural products into the market economy plays a key role in household decision-making. The income resulting from the sale of agricultural products that are much sought after in international markets has oriented producers increasingly towards growing export crops such as cotton and sesame. In order to increase purchasing power and to ensure secure land tenure, farmers use a strategy of increasing the areas cultivated in order to increase production. The negative consequences of this are: a growing pressure on the vegetation cover caused by clearing and burning, an increase in the risk of erosion in the cultivated areas, an impoverishment of the soils due to loss of soil organic matter, leaching of nutrients, erosion and a drop in the biological activity of organisms that live in the soil.

Rainfall variability and intensity

88. Rainfall is characterized by large inter- and intra-annual variations, to the point that the total volume of water that falls has little significance for agriculture. The year-to-year variability of the rainfall added to the large variability within each year, manifests itself as a capricious arrival of the rainy season, an early stop to the rains and the existence of numerous “rainfall holes” during the farming cycle. This very erratic and variable nature of the rainfalls requires the use of rainwater collection and conservation techniques in order to secure agricultural production. It also requires the use of transhumance and rotational grazing, as well as sustainable methods of forest harvest that anticipate such rainfall variability. Also, the force of the rains is largely proportional to the quantity of water that falls. The highest values (in a ten year cycle) can reach 200 (us units) in the South Sudanian zone.

Moving Isohyets

89. Generally speaking, during the past fifty years, Burkina Faso has seen a noticeable drop in rainfall and increased aridity both the Sahelian and south Sahelian zones. This has seriously compromised agro-sylvo-pastoral activities. Appendix 3 shows maps of the migration of the isohyets migrating from north to south. The decade from 1951 to 1960 indicates that the 700 mm isohyet ran just north of Ouahigouya, Kaya and Bogandé. Dédougou, Ouaga and Fada were located south of the 900 mm isohyet. The 1100 mm isohyet was over Kouka and Diébougou. The 1300 mm isohyet passed to the south of Banfora and Batié. The appearance of the 500 mm isohyet north of Dori along with the migration of the other isohyets towards the south occurred between 1961 and 1970. From 1971 to 1980, the 500 mm isohyet was observed to be largely to the south of Dori and Djibo, with the near disappearance of the 1100 mm isohyet. Between 1981 and 1990, the 300 mm isohyet appeared and the 1100 isohyet was observed to have disappeared entirely. From 1991 to 2000, rainfall rose again, with the increase in the 500 mm isohyet and a disappearance of the 300 mm isohyet. The 1100 mm isohyet also appeared. While such variability has been common, the Second national Communications for the UNFCCC predicts that global climate change may result in a reduction in rainfall patterns in Burkina⁴.

Barriers

90. A number of identified barriers preclude an immediate or spontaneous improvement of the situation. **International barriers** -- as a landlocked country with scarce resources and 80% of the

⁴ Burkina Faso, MECV. National Communication to the UNFCCC.

population reliant on agriculture, opportunities for economic growth through increased exports are not plentiful. Trade barriers and lack of comparative advantage compared to other fast-growing countries in Asia and Latin America preclude a more rapid absorption of part of the rural population in other sectors of the economy. Trade barriers and subsidies elsewhere in the world also act as barriers. The government is addressing this barrier through its engagement with WTO discussions, MDG reporting, and donor harmonization. However, the CPP will evaluate the impact of changes in world prices and subsidies, especially of cotton, on incentives for greater expansion of cropland into rangelands and forests.

91. **Regional cooperation** is increasingly important, but it is still insufficient and this must be regarded as a barrier. Joint planning and action with countries that face similar agro-ecological conditions and land degradation constraints could severely cut transaction costs and come up with a shared vision on SLM.
92. **Insufficient institutional and human resource capacities** are found at several levels:
 - Farmers and farmers associations lack sufficient capacities to practice sustainable productive agriculture ;
 - Community users of forest and rangeland resources have insufficient capacities needed for sustainable management of these resources ;
 - The government agricultural extension service and civil society entities working in agricultural extension frequently have insufficient capacities for participatory, adaptive extension of SLM systems for agriculture ;
 - The capacity of national government technical services, of decentralized local and regional governments, of NGOs, consulting firms and others to support the replication and adaptation of community-based forest management/co-management systems is insufficient ;
 - The capacity of all of these agencies to develop new, sustainable models for range management, and then to replicate them, is especially thin ;
 - The capacities of the new communes and of provincial, regional and the national government to develop effective regulation/policies/laws and strategies for SLM, all need to be strengthened ;
93. **Policy barriers.** There are a large number of laws, strategies, texts and action plans (e.g. regulations on the Land Tenure Reform Act (RAF), the National Action Programme to Combat Desertification (PAN/LCD), etc.) at national, regional and sectorial levels, that show overlap and enhance inefficiencies and transaction costs. They seem to be there for the sake of being there, rather than serving as mechanisms to act, intervene, facilitate and develop. Some have become old-fashioned as pressures in the rural area have mounted. Policies are not applied well enough in the field due to lack of resources and manpower. Much less time goes into law enforcement than in law making. There is no real tangible progress in the field of **land tenure insecurity**. Appropriate systems of land tenure/secure resource access rights for range management have yet to be developed. Although there is no real evidence that lack of land ownership is a barrier to the adoption of soil conservation, migration has caused anarchistic land occupation and conflict, and there is an increasing pressure on strategic resources (protected areas, water courses, etc.). Top-down procedures at policy level (RAF) have met with resistance at the local level.
94. **Institutional barriers.** Too many institutions are active in the field of rural development. It makes coordination of activities difficult, increases transaction costs, creates conflicts of interest, and the land users often end up with contradictory development messages. In addition, there are some areas where there are no institutions with the mandate to cover the issues, such as transboundary management of natural resources. While the Liptako-Gourma Authority (Burkina, Mali, Niger) is based in Ouagadougou, there are many counterpart national agencies that engage

with it, often leading to mixed and sectoral messages and agendas. Different approaches by the government in the past (sectorial approach, production-oriented, lack of participation) has not been helpful for SLM

95. **Knowledge barriers.** There is no institutional body in the country that is able to oversee and guide the entire field of SLM, although the Dep. Territoire should be able to do this. This especially refers to thinking in terms of chains, i.e., in causes and effects, in terms of different scales, and in terms of multiple stakeholders. Finally, there are no clues yet on the multiple benefits that may be obtained from targeted SLM. Scarce financial and human capital at the level of the land user is a major barrier. Knowledge of non-market ecosystem values is also much less developed than knowledge of market ecosystem values. The current knowledge base in Burkina Faso on land degradation and SLM is substantial, but it is fragmented without an effective mechanism for collecting, synthesizing and disseminating this knowledge. Indigenous knowledge on SLM has not been adequately captured and capitalized. There is only modest sense of the need to advocate ‘best practices’. A successful example is the national programme to reach 500,000 compost pits, but there are no further incentives for its replication.
96. **Fragmented sectoral approach.** Burkina is the leader in sub-Saharan Africa for natural forest management, but this sectoral success has not been expanded to integrate wildlife management and/or range management. Clear opportunities for multiple use management exist that would increase the overall profitability of SLM and with it the range of incentives and beneficiaries.
97. **M&E barriers.** Monitoring and evaluation of land quality and land use change, and means to obtain good-quality data and statistics is of paramount importance. Without such information, decision support systems (whether government or local community) are weakened. Although in place to some extent, there is ample room for improvement, particularly in the field of participatory M&E
98. **Financial/economic viability** Some of the inputs needed for sustainable agriculture are either financially unviable for the smallholder or have marginal profitability with relatively long payback periods. The need for purchased phosphate supplements needed for soil fertility maintenance provide a good example. The lack of affordable means of soil testing is another example.
99. **Other barriers** would include insufficient awareness of land degradation impacts and severity and of the opportunities and benefits of SLM, insufficient financing for SLM, socio-cultural constraints to the adoption of SLM and insufficient use of adaptive management approaches.

B. BASELINE GAP ANALYSIS

100. Annex C provides a more detailed description of the baseline situation. The following section focuses on discussing the gaps in the baseline.

POLICY AND LEGAL GAPS

101. The problems of SLM in Burkina Faso are less the resolved technical and technological problems (see paragraph 2.3.2 above) than they are the absence of an “eco-citizen” conscience and the absence of a willingness among most of the players to work towards the same goals. The strategies, policies plans and programmes dealing with land management number around one hundred. This plethora of frameworks and plans translates into compartmentalization and institutional logics used until now, and which means that each ministerial department or institution seeks its survival and legitimacy in developing its own programmes and its own legislation and rules for good conduct, rather than looking to see how it can be complementary with others, and how to build their respective capacities of coordination and support for development. Currently the sectorial development and the proliferation of institutions appear to be the primary elements for the development strategy within each ministry. Very few efforts are developed together, to provide a holistic long term vision that is shared by all the development players (populations, civil society, private sector, development partners). Even when such a vision is developed (as in the case of the SDR, PAN-LCD, LPDRD, etc.), in the best of cases it does not serve as the frame of reference for the ministry which has oversight responsibility for its elaboration.
102. The Baseline Gap is that there is very little knowledge on the integrated management of ecosystems at landscape level. Professionals tend to be specialist in one particular field, and have not sufficiently learned to combine disciplines, to think in terms of trade-offs between market and non-market ecosystem services, to think in terms of different stakeholders and interests, and in terms of different spatial and temporal scales.
103. Burkina Faso being a low-income country implies it has to struggle to make ends meet. On capacity building at national level great strides have been made, and the current cadre of staff in leading positions has a much stronger background than 30 years ago. Still, approaches are highly sectorial, and although production and resource management often go together, a really integrated vision on the future for the country as to land degradation and SLM is lacking. This vision should particularly address trade-offs between the (i) use of provisioning ecosystem services (crop and animal production targets), set against the regulatory services from natural resource quality and ways to improve it, (ii) use of cultural ecosystem services, and the (iii) improvement and/or maintenance of regulatory ecosystem services, particularly realizing that prevention of LD is much cheaper than rehabilitation.
104. *The insecurity of land tenure* is due to the absence of a national land use policy to allow for the control of tenure and land allocation in rural settings, and which can generate an environment leading to the adoption of sustainable and productive land allocation practices, as well as to the setting up of fora to permit free and effective negotiations between the users of land resources. The current law (Land Tenure Reform Act - RAF), despite numerous reviews, remains tied to the pains of its design (which used a “Top Down” approach), and is hard to apply on the ground.
105. *Regulations governing NRM* (RAF, Forestry Code, Environmental Code, Pastoralism Law) are not fully enforced. What is more, these regulations do not evolve with the political environment, nor with the needs of local populations. This creates the necessity of reflecting on or harmonizing the requirements for sustainable development of the land with the laws and regulations passed or proposed within the framework of decentralization (the general code for the territorial collectivities) and the management of different development sectors (forestry, pastoralism, water, soils, etc.) whether at the national, local or cross-border scales.

INSTITUTIONAL GAPS

106. Many ministries have a stake in SLM, through agriculture, range management, forestry, infrastructure, decentralization processes, research, etc. At regional and provincial level, ministries are represented but often lack the means to adequately provide the institutional services that they are meant to provide. Lack of an effective extension service has led to poor levels of contact between government bodies and land users, who now rely more on NGOs and consulting firms ('bureaux d'études'). In other words, the amount of time and effort spent at national level to develop strategies and action plans is watered down considerably when reaching the intermediate level. This is also the level where the private sector is active, and where stakeholders should ideally meet to discuss development issues at an appropriate intervention scale. Currently, investments in institutional development are part of many baseline project objectives, but there is no single proven framework yet that has shown to be most effective. Projects also tend to develop their own structures of interaction, and would rather not make use of ineffective government structures, or take the time to learn best practices but would rather create their own.
107. The Baseline Gap is that there is a need for a systematic review of successes and failures on community organization and horizontal and vertical coordination. Another gap is that there is no systematic attention at institutional level for the global environmental benefits that accrue from sustainable land management. They tend to be by-products, and are not monitored.
108. There is a general lack of effectiveness in SLM-related research. In spite of increases in higher degree-holders in SLM-related subjects, the impact of research on development is limited. Much research data in annual reports and in journal papers are not translated into policy, planning and action. It seems, however, that the scale at which land users operate (farms, village territories, watersheds, transhumance routes) do not match the plot scale at which much research is undertaken. Also, technical research has no meaning for development if the prevailing policy and socio-economic context does not offer incentives for adoption of SLM technologies.

GAPS IN HUMAN CAPITAL BUILDING AND KNOWLEDGE

109. The baseline represents a knowledge level that has increased strongly over the past decades. Professional staff in government offices have considerably added skills as many benefited from formal degree training inside and outside of Burkina Faso. Projects at baseline level make use of skilled professionals and also lower echelon local staff tends to have more knowledge on rural development than shortly after independence.
110. A lot has been done in Burkina Faso at grassroots level to sensitize and empower land users. A lot had also been achieved in places, but it has not stopped the land from further degradation. Village Land Management Committees (Comités Villageois de Gestion de Terroir) are now in place and need to be properly tooled to take on the management of their environment, or to cooperate with other villages and territories for management of the wider landscape (whether at the local or transboundary level). This means investments in social, human, physical and financial capital. Elderly people being highly respected may also mean that modern insights, captured by the younger villagers, remain underutilized.
111. There is a general lack of knowledge management on land degradation and SLM. At all levels those involved in SLM should be stimulated to read more, and to share more knowledge. Major findings from research and development should be pushed into people's minds, at least at a 'meta' level, so that many people know what has worked and what has not worked.

112. *The weak intervention capacity of the actors* (The national government and its divisions, the professional organizations, NGOs and the private sector). The weakness of professional capacities and work methods of the different actors influence their performance. And as noted in the rural strategy document, the resolution of this capacity deficit now appears to be a necessary precondition for development actions to succeed. This capacity building need is not just for training; it also must integrate institutional dimensions and other elements such as professional comportment and business practices, logistics and incentives.
113. The need to measure effectiveness, efficiency and impact of given investments is not new. In the field of rural development, however, it only recently received the attention it deserves. Investments in SLM and in development projects in general without *M&E tools* are now unthinkable. Still, the baseline does show a level of M&E, but often lacks (Baseline Gap) tools and data that allow assessments of cost-effectiveness of SLM technologies and their impact on people's livelihoods, on the landscape and on ecosystem components and functions.

GAPS ON EXTRAPOLATION AND REPLICATION OF SLM TECHNOLOGIES

114. Participatory testing of SLM technologies in the field has been and still is a major activity of projects and NGOs, often lately through the CVGTs. An array of technologies has been adopted to a certain extent, (zai, half-moons and stone rows seemingly being most cost-effective, at least in the Central Plateau where the majority of investments have taken place) (see Annex K). The baseline therefore provides a basket of technologies, used in different parts of the countries and aimed at different livelihood and SLM objectives.
115. The Baseline Gap is that the technologies have not yet been validated well enough economically, and they also do not provide sufficient insight in the degree to which they address global environmental benefits. As land users in different parts of the country have different cultures and perceived problems and goals, there is no such thing as one perfect set of SLM tools and technologies, but rather a set of 'best practices'.
116. More efficient use of provisioning ecosystem services, i.e., obtaining more food, wood, meat per unit of provisioning ecosystem service, i.e., water, nutrient, reduces the overall unsustainable use of ecosystem services. Research has shown that major crop yield increases are feasible, and innovative farmers on the Central Plateau have adopted SLM technologies which were then copied by others. Particularly zai seems cost-effective, showing a doubling of sorghum yield. Moreover, zai is practiced on laterite-capped land that has previously been totally bare, unused, and a source of runoff.
117. Apart from the almost national-level PNGT, baseline projects address villages, communities, and sometimes provinces and regions. It represents a mosaic of investments and action, successes and failures. The Baseline Gap here is lack of harmonization of approaches, lack of sharing of successes and failures, particularly in the field of SLM and the global environmental benefits, and therefore lack of scaling up.

C. GEF ALTERNATIVE

118. Burkina Faso is a landlocked country with low and unreliable rainfall, with relatively poor soils of declining fertility, and with a predominantly dry savannah vegetation type, that is declining in terms of total area covered. Government, donors, development banks, the private sector, UN organizations, NGOs and the rural community itself make strenuous efforts to develop the country, make sure poverty is reduced, food security improved, and national growth of a level that at least keeps pace with population growth. All efforts that make up the baseline strongly focus on food, feed and wood production and availability. In other words, they strongly focus on *provisioning* ecosystem services.
119. Over the past decades, attention for soil fertility restoration and soil and water conservation has been increasingly integrated into development projects, and successful cases on the Central Plateau and the Northern region have been convincingly documented. However, although development and improvement does occur, it seems that it does not keep pace with the overall pace of land hunger, manifested in rapid declines of areas under natural vegetation, decreasing levels of soil and water quantity and quality, and the increasing risk of conflicts between land users that are drawn closer by the sheer fact of their increasing number and the decreasing natural resources. Global environmental benefits in the field of sustainable land management, biodiversity conservation and carbon sequestration, as a result, are not principal components in most current development efforts. The Baseline Gap therefore, is that a more integrated, holistic approach is needed to sustainably develop the rural area, for both national and global benefits.
120. Under the GEF Alternative, different stakeholders at national, intermediate and local levels have institutional structures in place, supported by enabling and effective land use policies that allow them to address both provisioning and regulating/supporting ecosystem services. This should ideally happen at the landscape level, which allows better understanding of the different ecosystem services as they largely follow landscape features. At the landscape level, communes and villages work together as landscape managers, supported by effective NGOs and government institutions, and with enabling and clear policy boundary conditions. Exchange of experiences and best practices at country scale allows communes and villages to borrow ideas from each other so as to further improve the productivity and sustainability of the landscape.
121. The GEF Alternative makes use of the actions listed in the table below. They all provide global environmental benefits, but also at the same time local benefits.

Table 8: Framework of Expected Global Environmental Benefits in Burkina Faso

Global Environmental Benefits	Agriculture	Forest and Woodlands	Rangeland
<i>Ecosystem Components</i>	Actions that provide global environmental benefits in relation to ecosystem components (structure and quality aspects)		
Soil, Biological and Water Resources	Soil and water conservation Water harvesting Small-scale irrigation Conservation tillage Crop rotation	Management of invasive species Reforestation Woodlot development Protection of inland valley systems and other wetlands	Animal rotation systems Carrying capacity assessments Use of indigenous grass varieties and indigenous animal genetic resources (Agro)-silvo-pastoral

Global Environmental Benefits	Agriculture	Forest and Woodlands	Rangeland
	<p>Integrated and efficient water, nutrient and pest management</p> <p>Agro-biodiversity maintenance</p> <p>Agro-ecosystems as habitat for species and pollinators</p> <p>Agro-forestry</p> <p>Targeted land use planning, and buffer zone management</p>	<p>Sustainable extraction practices</p>	<p>systems</p> <p>Targeted land use planning, and buffer zone management</p> <p>Protection of natural water bodies</p> <p>Management of watering points</p> <p>Management of trekking routes and transboundary resources</p>
<i>Ecosystem Services</i>	The following actions provide global environmental benefits in relation to ecosystem services		

Global Environmental Benefits	Agriculture	Forest and Woodlands	Rangeland
Provision of Habitat, Clean Water (e.g. groundwater recharge), Nutrient Cycling (e.g. soil productivity), and Buffer function (flood control, toxic retention), Climate Regulation and Carbon and Methane sequestration	Management of invasive species Protection of pollinators Zoning and land use planning, buffer zone management IPM Use of organic fertilizer in combination with mineral fertilizers and amendments (rock P and lime) Agro-forestry Capture of rain water for domestic use Agricultural waste management Crop rotation, incl. fallow periods Increased vegetation cover Protection of natural water bodies Mulching instead of burning agricultural waste Fire management	Management of invasive species Reforestation Indigenous vs. exotic species selection Sustainable logging practices Restricted hunting IPM Natural woodland management Leguminous trees (N-fixing) Woodland inventories Woodland planning Gallery / riverside woodlands Tree species Mixed woodlands (silviculture) Forest inventories (measurement of quantities sequestered)	Management of Invasive species Preserving indigenous grass species Targeted land use planning, and buffer zone management IPM Multiple watering points, if possible natural water bodies Water harvesting Animal waste management Animal rotation systems Agro-Silvo-pastoral systems Increased vegetation cover Fire management Altering the feed composition for ruminants

122. The GEF alternative further represents:

- A situation where policy documents have been harmonized, with a specific focus on SLM issues in a holistic, integrated way, aimed at action and improvement and not on the document itself.
- A situation where multiple stakeholders in the four regions have discussion and decision platforms that allow incentives, shared responsibilities and empowerment; and have a toolbox for land use planning
- A strong increase of human capital at all levels, covering SLM and land use planning in a broad sense
- A series of demonstration sites and ‘landscapes’ in four pilot regions for testing and monitoring effects of SLM

- Targeted action research with stakeholders at all levels to improve SLM quality, effectiveness and knowledge base (clearing house)
- Scaling up results to the degree that the entire country follows SLM after 15 years.

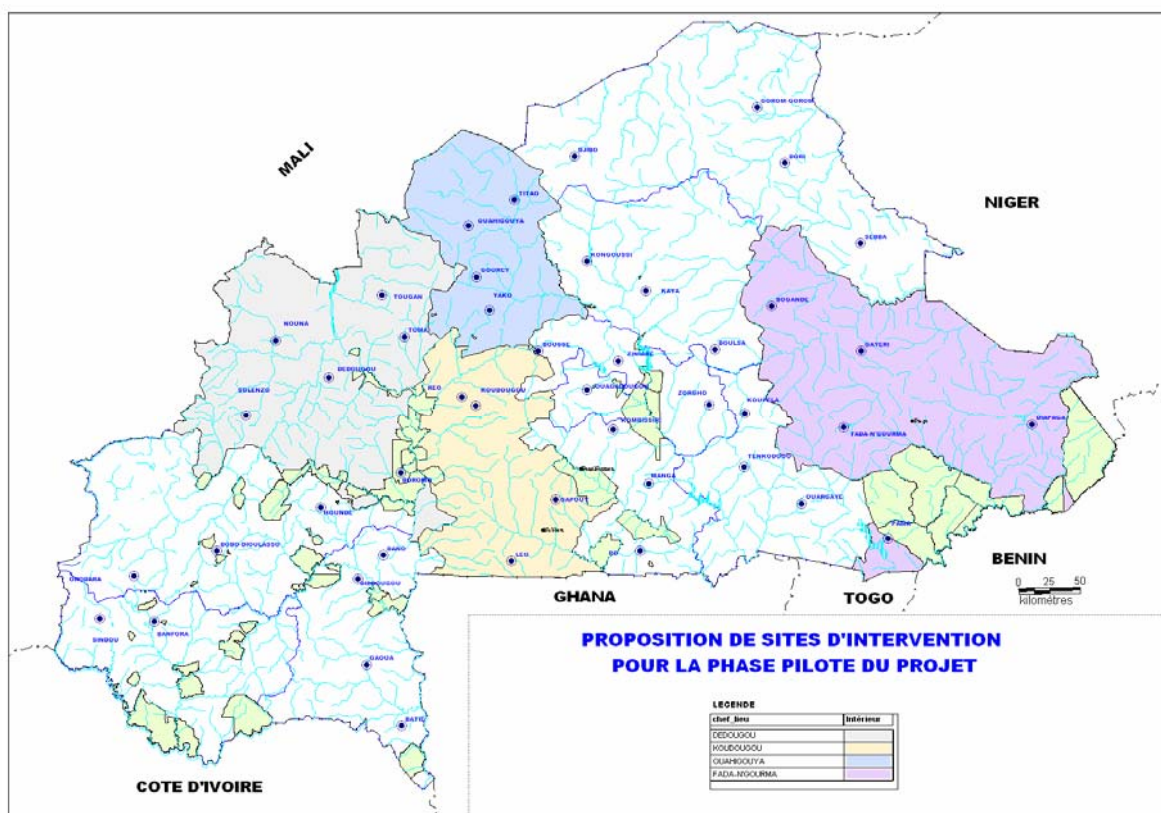
PRIORITY INTERVENTION SITES

123. The programme is intended to cover the entire country of Burkina Faso. This coverage will nonetheless be rolled out gradually as a function of results and knowledge acquired from the programme. During the first five year phase, four sites were selected : **East, Centre-west, North, and Mouhoun Belt.** During Phase 2, which will also last five years, the programme will be extended to all the cotton-producing regions, parks and reserves, as well as regions with forest reserves. Phase 3 will cover the entire country. The selected sites are listed and shown in **Table 9** and **Map 4** respectively.

124. Concerning the first phase, it should be noted that the choice of sites was done according to the following criteria⁵ :

1. The magnitude of the land degradation (current status)., including a “sampling of low to severely degraded sites”, as well as representation of types of threats;
2. The pace of degradation resulting from the various human and climate-related pressures (types of land exploitation, population dynamics, previous or current interventions);
3. The risks of degradation resulting from (1) and (2);
4. The current projects and programmes (catalytic nature of GEF support);
5. The level of incidence of poverty in the regions;
6. Benefits for the global environment.

⁵ A detailed explanation is given in the study concerning the “selection of sites for intervention and elaboration of the priority program projects”, as part of the PDF B preparation phase.



Map 4: Location of selected socio-economic areas

Table 9: Presentation of the selected ecological areas

Area (Administrative Region)	Sub Area	Climate zone	Ecosystems	Major problems
East	Gnagna (Bilanga)	South Sahelian	Agro-ecosystem	Pastoral pressures (> 50% of the cattle in the region) Degradation of farming and grazing lands
	Gourma (Yamba)	North Sudanian	Peripheries of protected areas	Cotton + pastoral nomadism Conflicts Interactions between cattle and wildlife
	Kompienga (Kompienga)	South Sudanian	Wetland	Intensity of agro-pastoral use Risks of sanding up and pollution of streams
Centre West	Sissili (Leo)	South Sudanian	Forest reserves	Expansion of cultivated areas Pressure to use wood for energy
	Ziro (Sapouy)	North Sudanian	Agro-pastoral Zone	Specific players (agribusinesses)

Area (Administrative Region)	Sub Area	Climate zone	Ecosystems	Major problems
	Ziro (Bognounou)	North Sudanian	Protected and developed areas	Expansion of cultivated areas Conflicts
North	Zone pastorale de Zico	Sahelian	Pastoral zone	Drought Overgrazing Degraded soils Forest destruction
	Micro-watershed of Zondoma	Sahelian	Agropastoral zone	Drought Land insecurity Degraded soils Forest destruction
	Micro-watershed of Passoré	Sahelian	Agropastoral zone	Drought Land insecurity Degraded soils Forest destruction
	Micro-watershed of Yatenga	Sahelian	Agropastoral zone	Drought Land insecurity Degraded soils Forest destruction
Mouhoun	Sourou (Di)	South Sahelian	Endangered Wetland (Lake Sourou)	Risk of chemical pollution (irrigation)
	Balés (Fara)	North Sudanian	Protected Areas and the Mouhoun River	Exploitation along riverbanks (Agribusiness)
	Banwa (Balavé)	South Sudanian	Highly degraded agricultural system	Intensity of agro-pastoral use (convergence)

PROGRAMME OBJECTIVES, RATIONALE AND COMPONENTS

125. The Burkina Faso Partnership Programme for Sustainable Land Management is considered an **operational programme** of the SDR that has the aim of creating a less poor rural world while ensuring ecosystem integrity, functions and services for long term food security. To this end, its primary function is to assist the Government of Burkina Faso to effectively implement national action plans designed to improve the potential for production by rural populations while preserving the global environment, in particular the agro-ecosystems, natural habitats and biotopes of biodiversity, and enhanced carbon sinks and pools.

126. The goal of CPP Burkina Faso is to combat land degradation and contribute to poverty reduction efforts through sustainable and equitable land management by preserving the ecosystem functions and integrity.

127. The main objective is to help Burkina Faso sustainably improve the productivity of rural resources through the adoption of an integrated holistic approach that will meet its Millennium Development Goals related to reversing the current trends of loss of environmental resources. This overall objective is articulated in the following three specific objectives, which are to :

- SO 1 : develop and implement a sustainable inter-sectoral partnership platform for a better coordination and an integrated approach to sustainable and equitable land management;

- SO 2 : promote an enabling policy and institutional environment to better take into account and implement sustainable and equitable land management; and
- SO 3 : foster an integrated approach to sustainable and equitable land management practices including innovative and/or local knowledge based practices.

Specific Objective 1: Develop and set up a platform for sustainable partnerships to enable better coordination and an integrated approach to sustainable and equitable land management

128. This Platform will be a consultative process, with regular coordination meetings among sectors, and among the different thematic Committees already existing (e.g. National Water Committee, and the upcoming National Land Tenure Committee). It will ensure a national programmatic approach and provide coherence among the various sustainable and equitable land management activities in Burkina Faso. This will be carried out based on the respective comparative advantages of the partners seeking synergies and in compliance with the framework developed by the Government. The framework will also seek to improve financial efficiency in sustainable land management by avoiding duplication and ensuring synergies between sectoral actions. The Platform will identify where feasible, integrated and inter-sectoral actions. Within this partnership, particular attention will be paid to the poor and vulnerable groups such as women, transhumants, ethnic minorities and repatriated people. The role of the private sector in promoting public-private partnerships will be a major focus of interventions. Within this partnership framework, an Observatory will be established with its main purpose being to develop and implement a monitoring and evaluation system, including GIS-based tools and common indicators elaborated on the basis of agreed objectives and building on information exchange and lessons learned. The M&E system will in particular focus on measuring such qualitative and quantitative results as mainstreaming SLM into the PRSP, or capacity building for SLM, investment planning, etc.. This component includes all the necessary activities for the strategic guidance and monitoring of the CPP. It will rely on a strong field presence of sub-programmes in order to be well positioned to foster dialogue among all CPP partners. It constitutes the basis for the National Sub Programme for Institutional Development for SLM.

129. This Specific Objective will also take charge of investigating (Phase 1) and ultimately establishing (Phase 2 and 3) one or more mechanisms for the financial sustainability of Sustainable Land Management in Burkina Faso. Investigations to date by the PDF B process have identified the following promising areas : a) establishment of a National Fund for Desertification control (see Annex I) which could rely on debt relief programmes (HIPC) and other sources for funding; b) establishment of a local innovation fund, modelled after the FIL developed by PNGT; c) payment for environmental services (currently being piloted by Green Water Credits in Burkina Faso); d) carbon finance and biofuels, both of which involve integration of the private sector.

Specific Objective 2: Promote an institutional and policy environment which allows a better awareness and implementation of sustainable and equitable land management

130. This specific objective will contribute to capacity-building of different Governmental agencies and civil society parties, active in combating desertification at central and decentralized levels. This will build both human and institutional capacities of Burkina Faso in order to have the necessary skills to face sustainable land management responsibilities and challenges. It will contribute to the creation of a conducive legal, regulatory and policy environment to sustainable land management along two strategic thrusts. The first will aim at mainstreaming sustainable land management into sectorial planning frameworks; and the second will aim at strengthening the

coherence and articulation of the decentralization process between all Governmental levels while reinforcing the existing baseline of local area development planning to incorporate SLM perspectives (millenium ecosystem assessment methodologies, landscape approach, and adaptation to climate change in particular). An assessment of the land tenure system will be used to overcome institutional and legal barriers to sustainable land management and facilitate easier access to land and its resources to the most vulnerable and poor people. Environmental awareness and education will be a significant part of each sub-programme, with the aim of engendering a culture of conservation in both public and private live (including business social responsibility).

131. As part of the mainstreaming of SLM, this specific objective will also entail the strengthening of institutions currently undertaking related actions. An institutional review during the PDF B phase⁶ concluded that there is a need for an institutional presence at senior levels that would ensure mainstreaming of SLM into government development planning processes. Such an “upgrading” will be based on existing institutions (i.e. CONEDD) rather than creation of parallel or separate institutions, and will be provided with a visible and significant commitment from the government to ensure its sustainability beyond the CPP programme.

Specific Objective 3: Promote practices of integrated, sustainable and equitable management of land which includes innovative practices or is based on local know-how

132. This component will promote the adoption of land management, soil conservation and restoration practices including efficient water use measures. The practices will be identified and tested by expertise available in the country (academic and research institutions, as well as national expertise and private sector) in collaboration with local stakeholders. The use of indigenous and innovative practices will be emphasized. In light of this, the CPP will support the development of a system promoting farmer/herder innovations as well as promoting knowledge and best-practices exchange by bringing together scientists, farmers, herders and other practitioners within the country and the region⁷. In order to achieve this objective, a *pilot fund for farmers’ innovation* will be established. Based on its holistic vision, the CPP will also support activities or actions which are complementary and/or creating conducive conditions to sustainable land management. In the case of the pilot sites with sizeable pastoral communities, best practices for the management of transboundary resources will be promoted, based on validating traditional systems of rangeland management, and in collaboration with the ongoing Liptako-Gourma project and the World Initiative for Sustainable Pastoralism. Furthermore, and depending on the particular threats/root causes identified in each pilot zone, it is expected that sustainable forest management will be one of the technical options to be promoted alongside sustainable agriculture, and sustainable grazing. In this way, the programme will be able to undertake specific activities to break out of the vicious circle of poverty and increase the impact of the programme initiatives. This objective will also be achieved through the integration of SLM into and application of the PFIE Kit (programme for information and training in the environment, aimed at school children) in the sub-programmes. Furthermore, other forms of awareness raising can be implemented, such as : creation of “ecological museums” in the pilot zones (based on the model of the eco-museum in the Bangre – Weogeo Park supported by SNV). The associated activities of the GEF Small Grants Programme will complement primarily this Specific Objective.

⁶ PDF B study : “Review of institutions, partners, stakeholders, and development of a capacity building strategy”. MECV, 2005.

⁷ Preliminary investigations have been done during the PDF B phase, and available in the report : “Lessons learnt and best practices for technological innovations”, MECV, 2005.

133. Indicative outcomes and outputs of the CPP framework are presented in Table 10, and in more detail in the Logical Framework (Annex B).

Table 10 : Outputs by Outcome

Outcomes	Outputs
Outcome 1.1 Consultation frameworks established or redynamized at the national, provincial and local level to ensure effective participation of stakeholders	Rules for coordination (rules of the game to allow group “wins”, not individual ones) at four pilot sites (phase 1), at the national level (phase 2)
	Sustainable land management approaches and activities made consistent at the four pilot sites (phase 1), at the national level (phase 2 and 3)
	Information and knowledge exchanges between projects and programmes and civil society actors (all phases)
Outcome 1.2 A single monitoring and evaluation system is developed and used by all the players involved in SLM in Burkina	A national Observatory to monitor SLM indicators established (phase 1)
	Annual joint monitoring & evaluation, and external evaluations at mid-course and at-end of-phase at the pilot sites to make adjustments to the baseline and targets within the framework of the new complementary subprogrammes for phases 2 and 3
	Database is fully operational and updated regularly
Outcome 1.3 Sustainable financing mechanism established and financing SLM activities in the country	Pilot fund for farmer and herder innovations (phase 1)
	Investigate innovative financial mechanisms (e.g. National Fund for Desertification, HPIC, payment for environmental services, carbon finance and biofuels) in Phase 1 for eventual replication in Phases 2 and 3
Outcome 2.1 Institutional reforms aimed at instituting a favorable framework for SLM undertaken	Progressively increasing commitments by the Government of Burkina Faso to the sustainable financing of ANGDT (Phase 1 to 3)
	ANGDT provided with prerogatives, missions and means (human, logistical, materials, and financial) to administer its mission (Phase 1 to 3)
	Integration of PAN/LCD and partnership programme priorities for sustainable land management in the development plans of the territorial collectivities for the four pilot sites (Phase 1) ; for the other sites (Phase 2 and 3)
Outcome 2.2 SLM legislative and regulatory texts are developed, reformed, made consistent and applied to different levels of the	Competent and motivated interim national coordination unit (Phase 1) is taken over by ANGDT (Phase 2) and regional coordination units (based on existing structures, with the exception of Mouhoun Zone where a new unit will be established) able to coordinate the programme and its sub-programmes (4 regional units in phase 1, at least 8 regional units in phase 2 and 13 regional units in phase 3)
	Texts of all laws available in the various national languages (4 languages in phase 1 and all the principle languages in phases 2 and 3)
	Harmonization and adaptation of various existing or in-development regulations on SLM (environment code, forestry code, pastoral guiding law, guiding law on water, land tenure law, RAF, etc.)

administrative organization by the various actors	All regulations of the land tenure law are disseminated (Phase 1) and adopted in all pilot zones Phase 2
	Analysis of the impact on land degradation, and impacts of globalization on agriculture systems, including cotton, groundnuts, livestock production, and other export products, and taking adaptation to climate change into account (Phase 1) and integration of findings into policy reform (Phase 2) .
Outcome 2.3 The players have the necessary capacities and competencies ⁸ to enable participatory, decentralized and sustainable land management at different levels of the country's administrative organization	Four capacity building plans and training sessions held at the pilot sites (Phase 1)
	13 regional commissions and 351 communal commissions responsible for SLM are operational (phase 2)
	Number of conflicts has dropped by at least 10% in the pilot regions (phase 1) , then by at least 50% over the rest of the country at the end of the three phases.
	Development and implementation of a capacity building strategy at national level on SLM (Phase 1 and 2)
Outcome 2.4 Responsibility for management of and decision-making for management of rural resources is effectively transferred to the territorial collectivities (Regions, Rural and Urban Communes).	Four SRATs ⁹ , 19 SPATs ¹⁰ , 34 PAGs ¹¹ for strategic resources, 19 PGIE ¹² for micro watersheds, 120 communal development plans (Phase 1)
	Code of Conduct for land users for the use of endangered natural resources (forests, lake shores and water bodies, etc.) , including specifications for agrobusiness at four pilot sites (phase 1) , and disseminated in other pilot sites (phase 2 and 3)
Outcome 3.1 Land use and soil reclamation techniques based on local know-how and innovative practices are promoted and diffused	Improvement and increasing the value of the PFIE Kit through integration of land degradation, biodiversity and climate change issues (phase 1)
	Establishment of eco-museums at 4 pilot sites in phase 1 , 13 sites in phase 2 and 3)
	An informal national network of sustainable land management innovator farmers and herders, to assist with dissemination and exchanges
Outcome 3.2 SLM best practices are adopted and successful experiences are replicated on a larger scale.	-Demonstration and testing of at least 5 new innovative techniques in each pilot zone (Phase 1) and replication of successes in Phases 2 and 3
	training on conflict resolution (based on traditional system) given to at least 20% of negotiators/mediators in the four regions (Phase 1)
	GIS Database on agronomic allocation of soils developed by Phase 1 at national level
	20% of the operators at pilot sites have adopted innovative technologies (phase 1) and 50 % of operators have adopted innovative technologies in the regions covered by the programme (Phase 2)

⁸ *Technical, institutional, financial, organizational, and human, negotiation/dialogue*

⁹ Regional Territorial Development Scheme

¹⁰ Provincial Territorial Development Schemes

¹¹ Development and Management Plan

¹² Integrated ecosystem management plan

	Surface area (ha) of land affected by the replication of best practices: 10% in pilot zones (Phase 1), 25% in the zones covered by the programme (Phase 2), 35% at the national level (Phase 3)
Outcome 3.3 Knowledge exchanges in SLM technology transfer between Burkinabé players and other partners in the sub region are organized	National forum on farmer and herder innovation, and innovative techniques and technologies (one forum held each phase)
	Participation in fora on negotiations and sharing of experiences on SLM
	CPP website established and regularly updated (Phase 1 to 3)
	Participation in sub-regional and international colloquium/symposium (end of phase 2 or beginning of phase3)

DESCRIPTION OF SUB PROGRAMMES

134. The CPP is organized around five sub-programmes, four of which correspond to the pilot regions, and a fifth focusing on cross-cutting policy and institutional development. Annex H provides greater detail on the concepts of these sub-programmes, and their corresponding GEF sub-project as well as lead agency and estimated financial allocation. Each sub-programme has similar goal and objective as the CPP framework, and harmonized outcomes, each of which contributes to the three main specific objectives of the CPP. However, the outputs and activities of each sub-programme will vary. Each sub-programme will be implemented through one or more sub-project, throughout the 3 phases of the CPP. In the first phase, only one sub-project has been designed for each sub-programme, as such a single entity will be able to impart the necessary coordination and harmonization envisaged. However, it is expected that in Phases 2 and 3, each sub-programme will have more than one sub-project. Furthermore, it is possible that new projects designed by partners for SLM in Phase 1 could be added to the sub-programme and its coordination framework, upon consultation and validation by the CPP Coordination Unit and the National Steering Committee, as well as the regional coordination systems.

135. There are five sub-programmes, with their corresponding five sub-projects for Phase 1. These are briefly described below. The sub-projects have been identified and designed with the participation of local communities, local government, and regional authorities. It is estimated that about 60-70% of the formulation of these sub-projects has already been completed through the CPP PDF B phase. The full project documents for each sub-project will be finalized once the CPP framework is approved by the GEF Council. Preparatory funding necessary to finalize the formulation of the sub-projects can be requested and will be advanced as part of the \$ 10 million allocation to the CPP

SUB PROGRAMME 1: MOUHOUN BELT REGION

136. The goal of the Mouhoun Belt Land Degradation Management pilot programme is to unleash a process of integrated management of natural resources which involves empowering all stakeholders in the fight against desertification and its harmful effects. The expected results include the development of a stimulating technical, organizational, institutional, political and legislative environment for rehabilitating and preserving degraded lands. The key principles

driving this activity are partnership, innovative techniques for restoration and sustainable use of land, co-management of natural resources and participation by all stakeholders.

137. In its first four year phase, the capacity building and partnership development activities will be developed at a regional level. This will create the conditions to ensure the sustainability of programme interventions. The activities in the field will be demonstration projects above all, in certain kinds of strategic areas such as protected areas and their peripheries (the forest reserve of the two Balés), irrigated development of 4000 ha in the Sourour valley, protection of the riverbanks along the Mouhoun River and highly degraded micro watersheds (one micro watershed per province).

SUB PROGRAMME 2: EASTERN REGION

138. The goal of the Eastern Region Sustainable Land Management pilot subprogramme is to develop a stimulating technical, organizational, institutional political and legislative environment for the rehabilitation and preservation of degraded lands. The key principles driving its activities are partnership, innovative techniques in sustainable restoration and use of land, co-management of natural resources, and participation of all stakeholders. The landscape approach will be the key to the entire process. It is based on the regional guidelines for sustainable land management such as those established by the National Action Plan to Combat Desertification (PAN/LCD). It will contribute to a convergence of actions to combat desertification and fight poverty at the regional and local level as recommended in the PAN/LCD operational programme.

139. The sub programme will enable the preservation of at least 10,000 km² of protected areas, including 2,350 km² of the RBT/W, 300 km² of water bodies and rehabilitate over 100 km of cattle trails and degraded grazing lands. The symbolic species of global importance such as elephants, hippopotamuses, lions, antelopes and migratory birds will be preserved as a result of the project. The protected areas of strategic importance to the global environment (national parks, forest reserves, international river, etc.) will benefit from a sustainable mechanism for conservation and restoration.

SUB PROGRAMME 3: CENTER WEST REGION

140. The priority regional “Center West Region Sustainable Land Management pilot sub programme (PGDT/RCO)” is based on the regional guidelines for sustainable land management which were established by the National Action Programme to Combat Desertification (PAN/LCD). It will contribute to a convergence of actions to combat desertification and combat poverty at the regional and local level as recommended in the PAN/LCD operational programme. Specifically, it will allow for the establishment of a decentralized and concerted system for sustainable restoration, preservation and use of land in the Centre West Region.

141. The planned activities include establishing an integrated ecosystem management approach to micro watersheds with a planning scheme where the management of resources shared by the populations of MBV are carried out with the full participation of all. The rational management of water resources in watercourses through rational use will also be supported, by adapting the type of investment and by taking into account the impact these developments have on the populations living upstream and downstream from the micro-watersheds.

142. More than 10,000 ha of river banks, 50 000 ha of forest, and wetlands will be managed sustainably during the first phase of the project. The expanse of these areas could be almost doubled by the end of the project. The symbolic species of global importance such as elephants will be preserved.

SUB PROGRAMME 4: NORTHERN REGION

143. The goal of the SLM/North pilot sub programme is to contribute to the fight against desertification through unleashing a process of integrated natural resource management involving the empowerment of all stakeholders to combat desertification and its negative effects. The expected results are the development of a stimulating technical, organizational institutional, political and legislative environment for the rehabilitation and preservation of degraded lands. The key principles driving this activity are partnership, innovative techniques for sustainable restoration and use of land, co-management of natural resources, and participation of all stakeholders.

144. In this pilot phase, the capacity building and partnership development activities will be developed at a regional level, in order to create the conditions for ensuing sustainability of the programme activities. Activities in the field will be demonstration projects in certain strategic areas such as the pastoral zone and ZICO of Banh and their peripheries, the most important dams (Tougou, Goinré, Titao, Ouahigouya) and the most degraded micro watersheds (one micro watershed per project).

NATIONAL SUB PROGRAMME FOR INSTITUTIONAL DEVELOPMENT FOR SLM

145. This sub programme takes into account the creation of the National Sustainable Land Management Agency (ANGDT), the Observatory, securing financially sustainable mechanisms, and national management and coordination activities of the Programme, as well as all the other partnership and offsite activities.

146. The allocation of GEF resources by sub programme has been done on the basis of analyzing the incremental costs for each programme. Table 11 provides an indicative list of sub-programmes and their relevance to the logical framework of the overall CPP programme.

Tabel 11: Relations between Overall CPP programme and the sub-programmes

Objective and outcomes	Sub-programme East	Sub-programme North	Sub-programme Center-West	Sub-programme Mouhoun	National Sub-programme
SO – 1					
Outcome 1.1	provincial and local consultations	provincial and local consultations	provincial and local consultations	provincial and local consultations	national consultations and platform for harmonization of actions
Outcome 1.2	local baseline	local baseline	local baseline	local baseline	national M&E system and observatory
Outcome 1.3	Farmer and Herder	Farmer and Herder	Farmer and Herder	Farmer and Herder	sustainable financing

	Innovation Fund	Innovation Fund	Innovation Fund	Innovation Fund	mechanisms
SO-2					
Outcome 2.1	regional coordination, and decentralized development plans	regional coordination, and decentralized development plans	regional coordination, and decentralized development plans	regional coordination, and decentralized development plans	national coordination, ANGDT
Outcome 2.2	Relevant laws adopted at local level	Relevant laws adopted at local level	Relevant laws adopted at local level	Relevant laws adopted at local level	national legislation
Outcome 2.3	capacity building at local and regional level	capacity building at local and regional level	capacity building at local and regional level	capacity building at local and regional level	national capacity building and institutional reform
Outcome 2.4	decentralisation and codes of conduct	decentralisation and codes of conduct	decentralisation and codes of conduct	decentralisation and codes of conduct	na
SO-3					
Outcome 3.1	land management	land management	land management	land management	Integration of SLM into PFIE Kit
Outcome 3.2	best practices	best practices	best practices	best practices	National Data base; promotion of exchanges
Outcome 3.3	exchanges	exchanges	exchanges	exchanges	exchanges

KEY INDICATORS, ASSUMPTIONS, AND RISKS (FROM LOGFRAME)

147. **Performance monitoring** of the programme will relate the quality of the performance of the various players within the programme framework, primarily in terms of its implementation. It can be focused, either on the accomplishments of the tasks/activities, or on the direct impacts of the activities. At this stage of development of the CPP framework, the indicators by necessity are either indicative and/or proxies. They will be fine tuned within the M&E Framework of the sub-projects, and with the establishment of the programmatic M&E system.
148. In the first case (*accomplishment of tasks/activities*), this essentially involves verifying that the programme accomplishments conform to the planning (provision of inputs and outputs over time, and by the persons or organizations authorized to do them) and to identify necessary adjustments. This aspect of monitoring the programme is important because one of the challenges is to enable services which were not used to working together to jointly execute a programme. It is normal to put in place a system to identify if everyone does what they were supposed to, if everyone respects their commitments and produces their deliverable on time.
149. In the second case (*direct impacts of activities*), this involves verifying that all the actions/activities have prompted or induced the desired changes. Here this refers to changes in the way the players act and in the problems that need to be resolved. This aspect of monitoring and evaluation is also very important, in that GEF disbursements are generally made on the basis of results and not on activities or expenditures. The biggest gain will come from ensuring that the indicators to be developed can relate to the following changes:

- i. The various sustainable rural resource management initiatives and actions are effectively and efficiently coordinated at the various levels (local regional, national).
- ii. The responsibility for rural resource management and decision-making is effectively transferred to the territorial collectivities (Regions, Urban and rural communes) and to grassroots community organizations.
- iii. Producers, especially women, youth, and minority groups have secure tenure of land resources.
- iv. Practices for allocation and rehabilitation of rural resources based on an adaptative local logic, as well as on innovative practices and/or practices that draw on local know-how are promoted, diffused and utilized.
- v. Socioprofessional organizations play an active role in the dialogue on policies for rural resource management and local development

150. The non-participation of one of the strategic players may compromise the success of the programme. Participation in the initiatives means that each institution and each person who represents an institution must:

- Choose to be an actor in one's own development as a responsible citizen;
- Demonstrate solidarity and have a stake in building mutual trust between partners;
- Adhere to a decision-making process based on consultation;
- Leave behind the sectorial navel-gazing and make decisions based on landscapes, eco- zones and watersheds;
- Demonstrate an openness toward other policies and other actors in rural development;
- Not instigate parallel initiatives or approaches in Sustainable Land Management, without prior consultation and validation as being part of the CPP.

151. The sustainable land management approach is a recent concept. And if on the international stage, different development financing mechanisms have adopted it and are in agreement with its overall philosophy, the operational initiatives for its implementation have not yet been accepted by everyone. The actors, in particular the top managers in the ministries and NGOs must agree to question their way of doing things and to learn new techniques.

152. Insufficient consultation between the players at different levels, or the tendency of one or another actor to use his/her administrative position to impose his/her views on others, constitutes a significant risk of programme failure, especially at the decentralized level.

153. To these risks one must also add:

- Climate risks, which are risks that are hard to control, but for which one can minimize the effects and impacts;
- Administrative slowness and bureaucracy, as well as the risk of seeing the government drag its feet on transforming its political will into concrete commitments to the process of transferring resources and competencies through the decentralization framework. Financial and fiscal decentralization remains pending and risks undermining the deepening of the impact of the activities carried out under the CPP.

- The risk that some government managers can create blockages, due to the lack of sufficient understanding of the approach, self-servitude and graft, or of a willingness to change their mode of operation;
- The risk that the government will not take its rightful place (that of the driver) and that certain technical and financial partners will profit from this by instigating parallel approaches.

Table 12 : Risks and Mitigation Measures

RISKS	LEVEL	RESPONSES/MITIGATION MEASURES
Non-participation by one strategic player could compromise the success of the programme	Low	Contribution of the programme to raising the awareness of the players to the benefits that each actor can gain from the partnership. Stakeholders take ownership of the programme (actions started during the PDF-B)
The players, especially top managers in the ministries and NGOs, do not agree to question their way of doing things and to learn new techniques	Low	Contribution of the programme to individual and institutional capacity building for the players. Stakeholders take ownership of the programme (actions started during the PDF-B).
Insufficient consultation between players at different levels or the tendency of one or another actor to use his/her administrative position or hierarchy to impose views on others constitutes a significant failure risk to the programme, especially at the decentralized level	High	Establishment of a system of incentives/motivations for exemplary agents and sanctions for those who block the process. Stakeholders take ownership of the programme (actions started during the PDF-B).
Climate changes, which are a risk not easily controllable	High	Not controllable. Research and action on innovative and accessible techniques for farmers and herders to adapt to climate change
Administrative slowness and bureaucracy, as well as the risk of seeing the government drag its feet on transforming its political will into concrete commitments to the process of transferring resources and competences within the decentralization framework	Moderate	Contribution of the CPP programme framework to the implementation of processes and to the institutional capacity building of actors in the decentralization process.
Lack of leadership by government	Moderate	POPAN, CSLP, show government leadership Adherence of the technical and financial partners to the programme approach as a pre-condition

D. COUNTRY OWNERSHIP

COUNTRY ELIGIBILITY

154. Burkina Faso is eligible for GEF assistance because it has *ratified many conventions* related to the environment, namely: the United Nations Convention to Combat Desertification (CCD), on 26 January 1996; the Convention on Biological Diversity, on 2 September 1993; and the United Nations Framework Convention on Climate Change, on 2 September 1993. Burkina Faso is also contributing to the dynamics of regional desertification control as a member of the New Partnership for Africa's Development, the Permanent Interstate Committee for Drought Control in the Sahel, the West African Economic and Monetary Union and the Economic Community of West African States. All these institutions have included combating desertification as a priority in their agendas.

155. Burkina Faso presently has a *national framework that clearly identifies the constraints, needs, priorities and strategies for its development*. This is the PRSP, which was launched in 1999 and revised in 2003. The PRSP acknowledges that land degradation is one of the main constraints that perpetuates the poverty cycle and, among its four main objectives, calls for the rational and sustainable management of natural resources. Moreover, in conformity with the CCD guidelines and to highlight its importance for the sustainable development of the country, the NAP/CD of Burkina Faso was adopted and officially launched by the President in June 2000.

156. Burkina Faso has reaffirmed its commitment to the issue of sustainable land management many times through various actions:

- the integration of NAP principles in the policy letter on decentralized rural development adopted by the Government in 2002;
- the integration of combating desertification through the NAP as a priority area of the PRSP investment plan during its update in October 2003, has given access to HIPC resources from the debt reduction programme initiative starting in 2005;
- the allocation of domestic resources to co-finance projects on sustainable environmental management and combating desertification from the public investment programme ; and
- the development in 2004, of the NAP/CD operational programme which has identified the constraints to implementation of the NAP/CD and which proposes how to address these, specifically through the establishment of a national and integrated consultative framework.

157. The technical and financial partners in Burkina Faso fully support the Government's strategic decisions related to combating desertification. Their strong commitment in this area translates into the existence of a functional and active consultative framework to monitor the combating of desertification, headed by the Netherlands Embassy.

COUNTRY DRIVENNESS

158. The Constitution of 2 June 1991 is a fundamental legal framework which recognizes in its preamble that environmental protection is a necessity for Burkina Faso; natural resources belong to the people (Article 14); protecting, defending and promoting the environment is the duty of all citizens (Article 29).

159. In 2000, Burkina Faso adopted the PRSP for the period 2000-2002. The PRSP analyzes the vulnerability of the country and the factors reducing its capacity to address environmental and natural resource degradation, contributing to the vicious circle of poverty, as well as hindering its capacity to face the economic challenges imposed by globalization. Among these factors, the

PRSP identifies climate variability and change, land and biodiversity degradation and the pressure on the land by subsistence farmers. The key elements in the struggle to reduce poverty in Burkina Faso are sustainable land management and combating desertification. In 2003, the PRSP was revised integrating the outcomes of the Johannesburg Summit on Sustainable Development and in order to recognize that the combating of desertification is an investment priority. The new PRSP has been validated for the period 2002-2006 after extensive consultations with stakeholders from various social strata, as well as with development partners.

160. In December 2003, in order to achieve coherence with the revised PRSP, the Rural Development Strategy was validated through broad stakeholder consensus. The strategy is considered by the Government as a reference framework responding to the challenges of development in rural areas, where the incidence of poverty has been constantly increasing during the last ten years. The strategy takes a holistic approach through the integration of interventions from all sectors of the economy, the rational management of natural resources and ecosystems, and the empowerment of the rural population to enable them to control their own development.

161. After the ratification of the CCD in 1996, Burkina Faso embarked on a participatory process for the development and adoption of the NAP/CD, which was launched by the President in June 2000. The NAP/CD is meant to be an integrating and federating framework for all programmes and projects that directly or indirectly deal with land management, combating desertification, or poverty reduction in Burkina Faso; it has the primary objective of seeking complementarities and efficiency in promoting sustainable development in the country. It seeks “to achieve sustainable development of the country by building the capacity of local authorities and by ensuring the active participation of the population, local government units and local groups in initiatives related to combating desertification and mitigating the impacts of drought” through seven priority focal areas:

- sustainable natural resource management (water, forests, fauna, soils, etc.);
- improvement of living conditions of the rural and semi-urban populations;
- creation of an enabling policy, legal and institutional environment;
- capacity building (socio-professional organizations, technical capacities, technological and strategic analysis and the formulation of strategies);
- scientific and technical cooperation;
- strengthening the financial capacity and negotiation skills of vulnerable groups; and
- sub regional cooperation.

162. In 2004, two major documents were adopted aiming at mainstreaming environmental issues in local development: the new Environmental Plan for Sustainable Development and the OP for the NAP/CD. The CPP is the main vehicle to implement both of these instruments.

163. The PRSP, Rural Development Strategy and NAP/CD are a proof of coherence and of the Government’s strong political will in its efforts to improve people’s livelihoods. It shows an institutional dynamic searching for solutions for natural resource sustainable management, more specifically for land degradation. The CPP elaboration process should capitalize on these dynamics, as well as lessons learned to date, in order to promote dialogue and action framework which will be coherent and efficient and will address land degradation challenges within an appropriate time span.

164. TerrAfrica is a partnership in support of SLM in SSA, developed around a joint Business Planning Framework. Its overall mission is to support the scale up of mainstreaming and financing of SLM approaches in Sub-Saharan Africa. One of the key lessons from previous

efforts to tackle the land management agenda in SSA has been that narrow approaches have had limited impact due to a comprehensive set of policy, institutional, technical and financial barriers. The TerrAfrica Business Planning Framework is aimed to guide a business model that seeks to unlock specific bottlenecks to the scale up of SLM strategies and investments. This business model is supported by a broad partnership in recognition of the fact that no institution acting alone could hope to achieve such an objective, whilst by acting together significant gains could be made in efficiency, quality, and scale. The business model defines three activity lines:

- Coalition Building
- Knowledge Management
- Enabling Investments at country levels

165. Under each activity line, a number of sub-objectives are identified that are derived from the overall mission described above. For each sub-objective, a limited set of activities with clear deliverable and outcomes are identified under annual Work Programs for the partnership, derived from this Business Planning Framework.

166. The Government has requested that Burkina Faso be part of the priorities under the TerrAfrica work program. The Executive Committee of TerrAfrica has endorsed this request and made Burkina Faso one of the priority country for collective action, investment scale up, capacity building, alignment and harmonization under Activity Line 3 of the TerrAfrica work program. The GEF funded CPP under UNDP leadership is planned to be a major delivery mechanism under Activity Line 3 of TerrAfrica, and will benefit of the support of all TerrAfrica partners.

E. PROGRAMME AND POLICY CONFORMITY

FIT TO GEF OPERATIONAL PROGRAMME AND STRATEGIC PRIORITY

167. The Millennium Ecosystem Assessment (2005) recognizes the following ecosystem services: i) Provisioning food, water, timber, fiber; ii) Cultural recreation, aesthetic value, spiritual benefits; iii) Regulating climate, floods, disease, wastes, water quality; iv) Supporting soil formation, photosynthesis, nutrient cycling

168. Provisioning and, to a lesser extent, cultural ecosystem services have a market value. They provide private benefits. Regulating and supporting ecosystem services provide global environmental benefits, including sequestration and retention of carbon, conservation of genetic resources, improved (agro)ecosystem productivity and resilience, and reductions in demographic instability. These global environmental benefits in the CPP Burkina Faso will be obtained from the following type of activities, which are in line with GEF Operational Programme 15 on Sustainable Land Management (SLM): i) Sustainable management of forests and woodlands; ii) Sustainable agriculture; iii) Sustainable management of rangelands and pastures; iv) Integrated watershed management ('landscape approach')

169. The current policy of the Government which constitutes the reference framework for the CPP recognizes the close link between combating desertification and achieving sustainable development as a means towards poverty alleviation. There is an obvious convergence with the main OP 15 objective, which seeks to 'mitigate the causes and negative impacts of land degradation on the structure and functional integrity of ecosystems through the adoption of

sustainable land management practices with the objective of contributing to improving people's livelihoods and economic well-being.'

170. Strategic priority #1 of the GEF (targeted capacity-building) is coherent with specific objective #2 of the CPP in Burkina Faso, which is to promote an enabling policy and institutional environment for the enhanced adoption and implementation of sustainable land management in Burkina Faso. Strategic priority #2 of the GEF (on field activities) is coherent with CPP strategic objective #3, which aims at promoting innovations among farmers and exchanging knowledge and best practices in collaboration with farmers, scientists and other practitioners, both within the country and the region. In addition, the broadened partnership framework of the CPP in Burkina Faso (through its three specific objectives), combined with the exchange mechanisms it has promoted, will greatly contribute to achieve global impact in conformity with the GEF approach. As the CPP is extending its implementation (phase 2) into GEF-4, care has been taken to ensure that it anticipates the upcoming new Strategic Objectives of the LD Focal Area in GEF-4. In this regard, the CPP addresses primarily SLM-1 (Systemic change) but also has relevance to SLM-2 (demonstrating and upscaling).
171. The CPP framework establishes the overall programmatic vision and result based management structure, including programmatic monitoring and evaluation. Upon approval of the CPP by the GEF Council, individual GEF sub-projects will be prepared and submitted for CEO endorsement.

SUSTAINABILITY (INCLUDING FINANCIAL SUSTAINABILITY)

172. The CPP positions itself in a forward looking logic aimed at attaining environmental and socio-economic sustainability. It will mainstream environmental issues whilst being concerned with issues of equitable access to land on the part of poor and vulnerable groups.
173. Because of the long term, three phased approach, the CPP is expected to evolve within the decentralization process framework and work towards strengthening capacities, particularly those of the newly established local governments and other local actors over the long term. These strengthened capacities and all related activities undertaken will be integrated within future institutional structures in Burkina Faso.
174. The mainstreaming of the CPP into the two major strategic frameworks existing in Burkina Faso until now (the PRSP, the Rural Development Strategy) will allow long-term and coherent planning, and will also provide certain guarantees in terms of the availability of funds. Within this context, resources from the Heavily Indebted Poor Countries Debt Initiative (HIPC) as well as other sources, will help finance the National Fund for Combating Desertification as the combating of desertification has been recognized as a priority area for PRSP interventions (see Annex I). The creation of an "Innovation Fund" at the level of each sub-programme in the pilot zones (and modeled after the participatory FIL initiative of PNGT) will contribute to the financial sustainability of local level actions, focusing on viable economic activities that will generate incomes while reducing pressure on natural resources.
175. Another innovative mechanism currently under research and development in Burkina Faso is that of payment for environmental services, particularly in terms of "green water credits". While this mechanism is very new in the Sahel, it has been applied successfully in other regions of the world. The CPP framework encourages the use of such innovations where applicable. The

sub-programme 5 will investigate and evaluate the adaptability of this mechanism to the Burkinabé context, and promote exchanges of experiences among the sub-programmes for eventual replication in phase 2.

176. Burkina Faso's development partners are strongly committed to support the combating of desertification, as demonstrated by the establishment of their consultative framework for the monitoring of activities aimed at combating desertification, as well as the existing local community and NGO networks dedicated to that same task.
177. The CPP will reinforce the institutional dynamics of the country, based on lessons learned through the various initiatives already implemented as part of the NAP. Because of its holistic nature, the CPP will be able to facilitate synergies between the implementation of the different conventions that Burkina Faso has signed, including CBD, UNFCCC and CCD. Such synergies will contribute to the sustainability of the CPP itself, while generating both global and local benefits. In addition to the expected socio-economic benefits from the CPP, it will also generate in the medium and long terms, beneficial impacts related to the conservation of biodiversity, climate change through carbon sequestration, and reduced sedimentation of international waters. The integration of the priorities of the CCD into the CSLP will be an important factor in ensuring sustainability of the CPP.
178. Burkina Faso continues to show its political commitment to the promotion of sustainable land management, through various actions aimed at reducing poverty and at combating desertification within the context of the CSLP and the NAP. This is evidenced by the allocation of national resources for poverty alleviation and desertification control. Various elements that would ensure policy and institutional sustainability of the CPP are already in place, and the commitment of various national parties has been reinforced through the Validation Workshop for the CPP. The CPP will add value to the actions of the different national partners, and to sustainable development activities, by strengthening the capacities of all parties at the global, national, provincial and local levels, including civil society and the private sector. Such capacity development will aim at assisting partners to fully take on board their respective individual and collective responsibilities.
179. The institutional sustainability of the partnership will be further achieved through the direct involvement of all beneficiaries at all levels, including their empowerment through capacity building. The sustainable engagement and commitment of development partners and the optimal mobilization of financial resources will be enhanced by their early involvement in programme design. This will ensure adequate ownership by all stakeholders, and, not least, financial sustainability. Finally, the Landscape Approach as promoted by the GEF will be implemented through the CPP through the reform and development of relevant policies, the development of human resources, and the exchange and dissemination of best practices and lessons learned. These are effective tools for the construction of a consensus and for the replication of results by other partners.
180. Ensuring sustainability of actions is a required condition for all GEF projects, and is one of the guiding principles of the CPP. Each sub-programme/project will conduct a thorough

REPLICABILITY

181. The CPP is based on the partnership principle which requires joint resource mobilization and an open sharing of results, experiences and lessons learned. Monitoring and evaluation tools, such as horizontal exchange mechanisms (for example, farmer-to-farmer exchanges) offer a

systematic learning and knowledge-building tool. They are good vehicles for knowledge dissemination and for sharing best practices within the country and beyond.

182. The replicability of the CPP outside Burkina Faso will rely on the active participation of Burkina Faso in various existing collaborative frameworks at the regional level, namely:

- The CCD's Sub regional Action Plan for West Africa (SRAP) is jointly coordinated by the Permanent Interstate Committee for Drought Control in the Sahel and the Economic Community of West African States. More specifically, there exist two thematic networks: Thematic Programme Network 2 (sustainable land use) under the supervision of the Institute of the Sahel (Bamako, Mali) and Thematic Programme Network 6 (sustainable agriculture development) under the supervision of Semi-Arid Food Grain Research and Development of the African Union (Ouagadougou, Burkina Faso). The SRAP is also supported by the New Partnership for Africa's Development (NEPAD), which has integrated the SRAP as one of its areas of intervention related to sustainable land management.
- Given the strategic convergence between the thrusts of the CPP and the TerrAfrica initiative (NEPAD), a privileged, rich and solid partnership should be sought. TerrAfrica could become complementary to the CPP and contribute to its development, support and implementation. It could also contribute to the mobilization of a larger coalition in favor of Burkina Faso at the global level, the development of innovative methodologies and the dissemination of knowledge and experience at the regional level.
- The World Initiative for Sustainable Pastoralism (GEF/UNDP/IUCN) will provide an excellent vehicle for dissemination of results as well as sharing of experiences from the Burkina case.
- The Land Degradation Assessment in Drylands project, which has recently been initiated by GEF, UNEP and the Food and Agriculture Organization (FAO), could contribute to the replication of the CPP process through the development and application of reliable indicators on land degradation within a broad international monitoring system. Similarly, the CPP will gain from the portfolio (Focal Area) indicators that are currently under preparation.
- The GEF Agencies are undertaking a lessons learnt exercise on the design of CPP, and will most likely undertake another exercise during the implementation of the CPPs. The programme will contribute actively to this exercise.

STAKEHOLDER INVOLVEMENT

183. The present CPP document concept note has been drafted in consultation with various partners. It has been elaborated on the basis of information obtained through: (i) government agencies; (ii) major projects and programmes on sustainable land management; (iii) the network of associations and grass-roots community organizations involved in the struggle against desertification; and (iv) the consultative framework of the technical and financial partners. The concept note was also approved by the workshop held on 31 January 2006 in Ouagadougou which brought together the majority of partners actively involved in land management in Burkina Faso. The workshop confirmed the partners' strong interest in the CPP.

184. The analysis of the key roles to be played in the CPP has led to the identification of the following **government-level stakeholders**: (i) the Ministry of Finance (mobilization of internal and external resources, donor coordination); (ii) the Ministry of the Environment (CCD focal point and in-charge of coordinating environmental interventions and strategies); and (iii) the Ministry of Agriculture, Water and Fishery Resources (implementation of activities). Other

ministries are also involved in the CPP, including: the Ministry of Infrastructure, Transportation and Housing, the Ministry of Trade, Enterprise Promotion and Crafts, the Ministry of Mining, Quarries and Energy, the Ministry of Local Administration and Decentralization, the Ministry of Health, the Ministry of Secondary and Higher Education and Scientific Research, the Ministry of Basic Education and Literacy, and the Ministry of Culture, Arts and Tourism.

185. The NGO community has been involved in the process of developing the CPP framework, and it is expected that they will continue to be a major partner in its implementation. This includes both civil society organizations (producer associations, NGOs) as well as academic and research community (see Annex L). In particular, the project will involve the following : producer organizations (village « groupements », producer associations), CBOs, umbrella farmer organizations, herder's associations, opinion leaders, religious leaders, local businessmen, consulting firms, experts and researchers, other private sector operatives, elected officials at local and national level, and other representatives of local beneficiaries. It is to be noted that many of these stakeholders will have a direct involvement in project execution. For example, the Boucle de Mouhoun sub-programme will be delegated to a private-public partnership.

186. Annex F provides a detailed matrix describing expected public involvement in the programme. Stakeholder involvement is one of the guiding principles of the CPP, as well as one of the eligibility requirements of any GEF project. Each sub-project/programme will undertake to conduct a full Stakeholder Involvement analysis, following required procedures, prior to approval of the sub-project.

OVERALL PARTNERSHIP PRINCIPLES AND PROCESSES

187. The objective of the CPP is to enable a more coherent approach to address natural resource management challenges in a sustainable and equitable manner. This approach promotes the effective and efficient use of national and external resources by enabling CPP members to respond in a consistent, collective and harmonious way to the Government and the population needs. The partnership, based on the partners' comparative advantages, will build sustainable linkages between national and development partners, thus ensuring their long term commitment.

188. Burkina has a multitude of organizations, and its people have an astonishing ability to group together spontaneously around their own strategies or around the strategies of extension agencies. Thus, it is possible to easily put in place or adapt existing local institutions, within the framework of the partnership programme for sustainable land management in Burkina Faso. The best solution would be **to not create new structures, but rather to use, adapt, and build capacities of the existing structures** so that they can carry out all their responsibilities, in particular to serve as a platform for negotiations between actors. In fact, **the ideal** would be to not **use**, wherever possible, the structures set up by or within the framework of development projects or programmes (by definition these are temporary human enterprises), but rather to use the **anticipated or established structures of the decentralization framework and/or those recommended by the policy letter on decentralized rural development**. Such a strategy has a triple advantage: (i) it is long-term and sustainable, (ii) it mobilizes resources and baseline knowledge in promoting the participation of the affected population, and (iii) it reduces the burden of government by concentrating its financial support efforts on a limited range of structures.

189. In order for these structures to be effective, they must be set up as legal entities with an official mandate. Taking account of these considerations, the following provisions could be taken at different levels:

190. **At the local level**, since desertification is above all a local problem, the ultimate objective of any assistance for planning and management of land resources should be to strengthen the local institutions so that they are capable of taking on and resolving the problems of land degradation and efficient exploitation of economic opportunities in rural areas. But currently, most of the technical assistance in the area of land use planning or land management, and most of the project documents, emphasize technical solutions. The programme could, **in the first phase**, rely on existing grassroots community organizations or on other new entities that are established under decentralization (CVD). The choice will be made on a case by case basis, on the basis of results of planning and launching workshops at the local level and from negotiations with different programme partners who set up “interim” structures to facilitate their activities (PNGT2, SOFITEX, etc.). It is essential that these structures be representative of the diversity of interests at the village or rural commune level and that they agree to associate with other strategic actors at the local level who represent the political and social legitimacy of the programme, i.e., the Communal Council and the traditional institutions. In the consolidation and expansion phases of the programme (especially in the latter), the local programme management leadership structures should be those planned for the decentralization framework. To achieve this, capacity-building of territorial collectivities must be a component or an essential element of the programme
191. The typical responsibilities of the structure selected must include the formulation of a plan for land allocation covering the lands that are under the jurisdiction of the village, monitoring of any changes in land use or management which results from the plan, and the monitoring and evaluation.
192. **At the intermediate level**, it is necessary that at an intermediate level between the village or rural commune and the national level, an entity must take charge of managing land resources and the issues linked to planning their utilization. The land allocation planning group must operate at the regional or provincial level, be multidisciplinary and technically capable to serve as a critical link between strategic planning at the national level and operational planning of land allocation at the village level.
193. In the Burkina context, decentralization only recognizes the region as an intermediate entity, while in fact the administrative organization and structures anticipated by the RAF or by certain programmes like PNGT2 recognize other intermediate entities such as the province. Some of these structures have a deep and pertinent experience in land planning and it would be a waste and even a step backward to not take advantage of this wealth of experience in the current programme.
194. **At the regional level**, the division of the national framework for consultation with rural development partners could serve as a platform for partnerships. Practical improvements should be made in order to permit the following players to participate in this framework: (i) SLM professionals (especially the regional divisions of the Chambers of Agriculture), (ii) the various government departments (iii) representatives elected at the national level (Members of parliament coming from the region or elected to represent the region) and local level (rural and urban communes in the region), NGOs which operate in several provinces in the region, and projects and programmes that are being implemented.
195. **At the provincial level**, the framework for the first phase of the programme could be the CCTP. Presided over by the High Commissioner, who represents the governor and the government at the provincial level, this framework will include (i) SLM professionals (especially

the provincial divisions of the Chambers of Agriculture) assisted by various governmental departments at the regional level (ii) representatives elected at the national (MPs) et local (Rural Communes) levels, NGOs which operate in several rural communes in the province, and projects and programmes that are being implemented.

196. At the regional level, as at the provincial level, the typical responsibilities of the structure selected should include the formulation of an allocation plan covering the lands under the jurisdiction of the province or the region, the monitoring of any changes in land use or management which results from the plan, proposals for modifying the existing laws and rules which could consolidate the achievements and improve the procedures for resolving conflicts and claims linked to local lands, etc. This structure also will be in charge of programme monitoring and evaluation in the territory for which it is responsible.

197. **At the national level** what is sought is a forum for negotiations between sectors, ministries and diverse players on the issues of use and conservation of land resources (called a “Platform”). This could be an official committee having the mandate to make decisions on problems linked to land resources. Sometimes, two groups can coexist, one made up of high level decision-makers, and the other made up of specialized technical experts. In any case, these national bodies should be multidisciplinary and must represent all ministries and departments concerned with land and natural resources. The group should also include regional and provincial representatives and important NGOs in the country; as well as representatives of the Technical and Financial Partners, especially the heads of formal or informal consultation frameworks that have been put in place as part of their support for rural sectorial policies of the government. Lastly, the group should include representatives of the Chambers of Agriculture and the private sector.

198. At the local and intermediate level, this group should be an independent legal entity responsible for applying the laws and policies created for the conservation and appropriate management of natural resources. The ideal solution would be to retain the national consultation framework of the rural development partners as a platform for partnership at the national level. However, the role could be assigned to CONEDD, making sure to confer on its permanent secretariat the initial role of **administering the missions** and extending the responsibilities of this body to include those of the land management office of Burkina. Of course, this implies restructuring and capacity building for this body.

199. This partnership framework will:

- reduce duplication of efforts and reinforce existing institutions and mechanisms ;
- not only avoid stand-alone approaches but instead promote multi-source financing mechanism so as to ensure its’ sustainability ;
- obtain agreement from development partners to share achievements and challenges in Burkina Faso, with the objective to become more efficient ;
- optimize coordination and building ownership by all partners including non-traditional national stakeholders ;
- develop and implement, complementary programmes on the basis of the respective comparative advantages of the partners, including joint technical assistance ;

- promote policy and institutional reforms conducive to sustainable land management; and
- develop a partnership among farmers, users and researchers for promoting farmers' innovation and knowledge exchange, in particular local knowledge.

200. The partnership will be based on the following **general working principles** (see Annex E for more detail):

- a long-term vision in coherence with the expressed needs of Burkina Faso, aiming at developing a harmonized and coherent response to sustainable land management issues, addressing at the same time poverty reduction and natural resources management issues;
- common ownership of the partnership, a reciprocal recognition and a general spirit of trust and cooperation among all the partners;
- regular communication, information sharing and systematic consultation that will clarify the roles of the various actors and specify their respective expectations vis-à-vis the CPP; and
- a commitment from development partners' to mainstream the combat against desertification and sustainable land management in their respective cooperation frameworks.

FINANCIAL MODALITY AND COST EFFECTIVENESS

201. GEF contributions towards the first phase of CPP objectives are based on a three tier modality and comprise firstly, a national grant to the country through the CPP Programme (US\$ 9,650,000 million and US\$ 350,000 in preparatory assistance for the CPP Programme Framework); secondly, a grant for regional activities which are embodied in the Desert Margin Project (US\$ 624,116 for the second tranche) and the Liptako Gourma project (US\$ 2 million estimated) and thirdly grants for local activities, through the GEF Small Grants Programme (US\$ 1.8 million over five years has been earmarked for SLM projects¹³). Taking these three elements together, GEF support for the CPP in phase 1 amounts to US\$ 15,331,616. A total of US\$ 60,707,413 in co-financing has been identified by the Government of Burkina Faso. This co-financing has been discussed and validated during a Donor round Table meeting in January 2006(Annex L), as well as through bilateral negotiations with the donors, project managers and responsible government entities during the incremental cost study of the PDF B. While these co-financing figures remain indicative, it is expected that the final submission of the sub-projects will be accompanied with full letters of commitment of co-financing.

202. The CPP framework will be implemented in the first phase through five sub-programmes. Each of these sub-programmes will be allocated one GEF sub-project. The Table 11 provides a breakdown of the financial allocations to each sub-project, as well as the lead Agency. Annex H Provides greater detail on the concepts of each of the sub-programmes.

Table 11 : Identification of Sub-projects for Phase 1

¹³ Further funds may be allocated subject to compliance with National SGP strategies, which will be aligned with the CPP for OP 15 activities. Applications for small grants from CBOs will be vetted and approved by the National SGP Steering Committee.

Sub-programme	Programme coordination	Sub-project Lead Agency	GEF allocation GEF-3	Co-finance	Total budget
National	CPP Coordination Unit (MECV)	UNDP	1,000,000	15,371,173	16,371,173
East	PNGT	WB	1,911,723	13,617,469	15,529,152
North	PDRD	IFAD	2,016,233	8,022,049	10,038,282
Centre-West	MFP	UNDP	1,972,099	10,825,512	12,797,610
Mohoun	Autonomous structure	UNDP	2,749,945	12,871,210	15,621,155
TOTAL			9,650,000	60,707,413	70,357,413

203. The CPP will focus strongly on integrating and adding value to the work of development partners and their land management related activities. The following areas of cooperation with bilateral donors has been identified for further bilateral discussion (January 2006 Donor Round Table) :

- the European Union, through its budgetary support for poverty alleviation ;
- the Danish cooperation, which has projects in soil fertility management and through the implementation of an ecological and environmental monitoring system within the National Programme for Land Management, in collaboration with the National Programme on Environment Information Management ;
- the Dutch cooperation, which is working on methodological aspects, e.g. for combating desertification within the context of the Local Development Fund ;
- the Austrian cooperation, which is involved in promoting local level economic development, natural resource management and capacity-building in financial management among grass-roots populations ;
- the Japanese cooperation, which supports sustainable production systems, in addition to water conservation practices ;
- the Chinese cooperation, which has funded projects in forestry through tree planting ;
- the German cooperation, which has funded agricultural development programmes in several regions of Burkina Faso; and
- the regional and subregional institutions such as the Permanent Interstate Committee for Drought Control in the Sahel, Liptako-Gourma, the African Development Bank, the West African Development Bank and the World Conservation Union which also play an important role in land management.

Table 13 : Co-financing Modality

Co-financing Sources (Phase 1 of 5 years)				
Name of Co-financier (source)	Classification	Type	Amount (US\$)	Status*
GoBF	Government	inkind	1,877,123	Confirmed

GoBF	Government	cash	8,122,877	Principle confirmed; budgetary allocation pending
Local population	beneficiaries	inkind	308,762	Expected (estimated)
UNDP	Multilateral	cash	14,188,261	Confirmed
PDRD	Loan to government	cash	2,655,246	Confirmed by government
World Bank/PNGT III	Multilateral	cash	6,666,667	Negotiated
PICOFA	Loan to government	cash	7,189,167	Confirmed by government
PPOKK/ECOSOC	Multi-donor Programme	cash	936,216	Negotiated
PDLO / AfDB	Multilateral	cash	2,580,833	Negotiated
PADAB II	Programme	cash	6,964,013	Negotiated
PAB/SO-S	Programme	cash	920,446	Negotiated
ABN	Programme	cash	1,378,309	Negotiated
PROGEREF/AfDB	Multilateral	cash	2,591,168	Negotiated
National Forestry Inventory	Programme	cash	2,041,667	Negotiated
PREDAS/CILSS/EU	Multilateral	cash	109,326	Under negotiation
PDE/LG	Programme	cash	2,177,333	Negotiated
Sub-Total Co-financing			60,707,413	

* Reflects the status of discussion with co-financiers during incremental cost negotiations. The quantities listed are portions of the programme/donor funds that directly contribute to achievement of the logical framework of the CPP. All figures converted fro FCFA using \$1 to FCFA 500. Exact co-financing arrangements will be determined during the design of each individual sub-project.

COST EFFECTIVENESS

204. The programmatic approach proposed is more cost effective in achieving and sustaining global environmental benefits than a strictly project based funding instrument because it reduces waste from duplication, and optimizes synergies between sector interventions at a national level. The absence of effective sector activity harmonization has been identified as one of the key barriers to effecting integrated and sustainable land management at national and local scales. The cost effectiveness of the CPP is further enhanced given the potential to better align the baseline and associated funding with planned interventions under the GEF Alternative. In the longer term, the community-centered approach to land management being promoted will reduce the recurrent costs of SLM activities and enhance the prospects for success. This will ensure that scarce investment funds for SLM are used cost effectively. The sub-programmes of the CPP will be detailed with cost effectiveness in mind; one of the key elements is that the pilot programmes will be built on existing infrastructure and institutions (projects etc) at the sites, thus reducing unnecessary duplication of administrative costs.

F. INSTITUTIONAL COORDINATION AND SUPPORT

CORE COMMITMENTS AND LINKAGES OF THE GEF AGENCY

205. The Government of Burkina Faso will be responsible for the CPP, in collaboration with UNDP, as the lead agency it has designated. The CPP in Burkina Faso is contributing to achieve the Millennium Development Goals (MDG), namely: Goal 1 (poverty reduction), Goal 7 (a sustainable environment) and Goal 8 (global partnership for development). The CPP aims to combat land degradation through sustainable and equitable land management. By promoting sustainable and equitable access by the rural poor to land, the CPP is coherent with the United Nations Development Assistance Framework for the periods 2001-2005 and 2006-2010, which the main objective is to ensure human security to every Burkinabé while reducing poverty from 45% to 30% by 2015.
206. UNDP works through a capacity-building approach supporting governments and encouraging the creation of enabling environments for sustainable management of natural resources, catalyzing the efforts of all partners and facilitating exchange among them. In addition, UNDP has also helped implement major conventions on desertification, biological diversity and climate change through concrete actions on the ground. The three priority sectors for UNDP's intervention are: democratic governance, economic governance and local development, and environment. Regarding the third sector, the type of intervention foreseen involves supporting the formulation and implementation of national sustainable strategies. Since the CPP's objective is to promote the PRSP through the NAP/CD revitalization, UNDP could pursue its own activities in this context, whilst extending them to the CPP which could benefit from UNDP's long experience and support to the Government at macro level such as local development and decentralization process. Furthermore, the CPP will be linked to existing UNDP-GEF projects in Burkina, as well as relevant Global projects, such as the World Initiative on Sustainable Pastoralism. In particular, the UNDP "Establishment of a Multi-functional platform for renewable energy" (MFP) is working in the Center-West zone to reduce rural energy constraints for sustainable development, including renewable energy for water, crop processing, cooking, etc.
207. For the past several years, UNDP has assumed the role of "chef de file" for the PTF (donor harmonization group) on the issues of the environment. As part of this function, UNDP has assisted in ensuring that the external partnership active in Burkina Faso, is consolidated around the CPP, including ensuring that the CCD Focal Point has fully briefed the PTF on the significance and priority of the CPP for national development. This function will continue as part of the implementation of the CPP. UNDP also has the ability, through the "pass through" modality, to channel donor funds for greater cost efficiency and oversight. Such a modality for example is currently used for the global HIV/AIDS fund.

CONSULTATION, COORDINATION AND COLLABORATION BETWEEN IAS, AND IAS AND EX.: THE AGENCY PARTNERSHIP

208. UNDP and IFAD worked as "co-leaders" during the PDF B preparatory stage to assist the government of Burkina to develop the CPP framework, so that the comparative advantages of both institutions could be brought to bear. The implementation of the CPP framework however,

has expanded to include other GEF Agencies, notably : WB, UNEP and AfDB. Each Agency's strengths have been capitalized and responsibilities for coordination and execution allocated by the government on the basis of their mandates and strengths.

209. IFAD is engaged in rural poverty alleviation through direct investments aiming at achieving concrete change in the livelihoods of the projects' target groups. In Burkina Faso, most IFAD projects have a strong environmental, land and water conservation dimension through the promotion of equitable and sustainable land- and water-management practices. IFAD also fosters local populations' empowerment in decision-making through their participation in the identification and dissemination of sustainable traditional practices, as well as innovative and cost-effective practices. In this respect, IFAD has contributed to the dissemination of local practices for land and water conservation. IFAD also has substantial experience in watershed management approaches (planning, resource management, conflict resolution and access to land).
210. IFAD is both a United Nations agency and an international financial institution. The objectives of the CPP are in line with IFAD's mandate which is to enable the rural poor to overcome their poverty. The CPP will contribute to two of the three strategic objectives of IFAD, namely: (i) strengthening capacities of rural poor and their organizations and (ii) improving equitable access to productive natural resources and technology. IFAD's country strategy for Burkina Faso (provisional document) highlights the importance of using sustainable and equitable land management to improve rural population livelihoods in Burkina Faso. The exact definition of involvement of IFAD in the implementation of the CPP will be decided within the first few months of approval of the CPP. However, it is expected that IFAD's long standing experience and its ongoing programmes represent an essential strategic support to the CPP in terms of investment and implementation. In addition, the CPP will bring value added to IFAD operations in terms of partnership, policy dialogue and learning.
211. UNEP as a GEF Implementing Agency, has several ongoing and planned GEF projects that are of relevance to the CPP and has supported their inclusion in this programmatic framework. Two of these programmes have direct relevance, and have been included in the financial envelope of the CPP (as additional). These are : a) the regional African Desert Margins Programme (Phase 2) , and b) the planned regional project for the Liptako-Gourma region (Burkina, Mali and Niger) which has an SLM component jointly with UNDP. In addition, several other of UNEP's ongoing regional projects can be considered as associated, and will be in a position to exchange lessons and best practices : a) Wildlife-Livestock Interfaces project (DLWEIP) that has selected the region of Park Arly as one of its zones of intervention to evaluate the conflicts between livestock production and wildlife management; b) LADA, with its focal site in Senegal, but which will be developing methods and indicators for land degradation assessment that would be relevant to the Burkina CPP.
212. The WB is assisting the Government of Burkina with the PNGT project, whose current phase will run until June 2007. The preparation of the subsequent phase is currently ongoing, which will, among others, define the intervention zones of PNGT2. A partnership is expected to be developed between the CPP and PNGT2 for greater synergy in the area of sustainable land management. In particular, and in the areas where the two programmes will coincide (during each phase), the PNGT2 will focus on the baseline activities related to local area development, social services, and capacity building for rural stakeholders. The WB is also assisting NEPAD in the preparation of the TerrAfrica programme, for which Burkina Faso has been selected, with the Government's concurrence, as one of the pilot programmatic countries. It is expected that lessons learnt from the CPP process will contribute to better definition of the TerrAfrica programming process. It is also expected that knowledge products expected to be generated by TerrAfrica will enrich the implementation of the CPP in Burkina Faso.

213. In addition to the PNGT and TerrAfrica, the World Bank has other relevant activities in Burkina Faso. The World Bank is engaged in a continuous Country dialogue on environmental issues with the Government of Burkina Faso. It now supports several operations aimed at strengthening the management of key ecosystems, mainstreaming environment in production landscapes, promoting benefit sharing and equity, and increasing empowerment of previously disadvantaged groups.
214. The AfDB considers Burkina Faso as one of its priority countries. The AfDB is engaged in many projects that have direct relevance to the CPP. These include : Projet de gestion durable des ressources forestieres dans les regions du Sud-Ouest, Centre-Est et Est (PROGEREF), Projet de création de zones libérées durablement de la mouche tsé-tsé et trypanosomiase ; Projet de mise en valeur et de gestion durable des Petits Barrages ; (PDARD/GK) ; Programme de developpement local de l'ouest (PDLO); Projet d'appui au developpement local des provinces de la Comoé, Léraba, KénéDougou (PADL). The PROGEREF (Sustainable Forest Management project) in particular expects to improved forest management, increase rural incomes, improve human capital, improve health conditions, build schools, and improve female livelihoods.
215. The partnership linking CPP/Burkina to the GEF Small Grants Programme in Burkina Faso (GEF/SGP) will have two dimensions: the financing of CBOs and NGOs located in the regions where there are priority pilot activity sites, and of large scale replication of successful projects to combat land degradation that were financed by the GEF/SGP. The SGP national programme for Burkina Faso has a strong land degradation component, estimated atleast at 60% of the GEF budget. A memorandum of understanding is currently being negotiated and will set the practical modalities for implementation.
216. The Global Mechanism of the UNCCD, in conformity with its mandate, will play a key role in facilitating resource mobilization, as well as promoting this partnership. In Burkina Faso, this role has already been concretely operationalized within the context of the OP NAP/CD and by mainstreaming combating desertification into the PRSP.
217. The Permanent Secretariat of the UNCCD has committed to support the CPP to increasing the political visibility of this strategic initiative within the international community. The Secretariat of the UNCCD should aim at increasing the political visibility of this strategic initiative within the international community and thus facilitate the consultative process. According to its mandate (Article 18 of the Regional Implementation > Annex for Africa), it will provide information on the process in Burkina Faso to relevant bilateral and multilateral agencies and encourage their active involvement. The Secretariat will also provide opportunities, in the margins of sessions of the Committee for the Review of the Implementation of the Convention (CRIC) or the Conference of the Parties (COP), for the government of Burkina Faso to present the progress made and to raise awareness of potential additional partners.

G. PROGRAMME IMPLEMENTATION ARRANGEMENTS

218. This programme is expected to last fifteen years and will be implemented in three phases of five (5) years, respectively.
219. Phase 1: Learning Phase. This phase will be devoted to the development of **local** and **institutional** capacities needed to implement an integrated and coordinated approach to

ecosystem management; and the testing and development of SLM instruments and tools with the communities living in the four zones (the administrative regions of the North, Centre-West, Mouhoun Belt and East). The capacities and instruments and tools to be developed include:

- Strengthening coordination, consultation, synergy and harmonization of initiatives at all levels;
- Operationalization of a platform of sustainable land management negotiation, consultation and partnership favoring the exploitation of existing frameworks at different levels (national, regional, provincial, communes/villagers), especially the national Framework for Rural Development partners consultation, the CVDs and the CCTPs;
- Finalize tools for land allocation planning;
- Set up baseline reference for sustainable land management.

220. Phase 2: Consolidation Phase. This phase will be devoted to experimentation of the tools developed during Phase 1, as well as confirming and consolidating them through application in a greater number of provinces, essentially the provinces which show the same characteristics as the zones in pilot phase 1 (cotton-growing provinces, game reserves, parks and forest reserves). In addition to the elements contained in Phase 1, this phase could also take on the issue of land use and equitable and secure tenure for land resources.

221. Phase 3: Expansion Phase. This phase will be focused on expanding the model across the entire country using a landscape approach.

PROGRAMME SUPERVISION

222. **At the national level**, the overall supervisory responsibility for the programme has been entrusted to the MECV (Ministre de l'Environnement et du Cadre de Vie), because of the oversight role the ministry already plays in the PAN-LCD process (the base for the CPP and for TerrAfrica). To this end, the policy management of the process, including management of relations with GEF and the Lead Agency UNDP, as well as the policy dialogue with donors, will fall to MECV. The Environment Minister could delegate certain aspects of the process, either to the SG of the MECV, or to the SP/CONEDD, or to the national consultation structure which will be selected. An effective permanent consultation mechanism will be established between the SG and the structures selected, as a platform for national dialogue to permanently ensure the circulation of information between the different levels of programme implementation.

223. The National Steering Committee for the PAN/LCD will constitute the formal steering committee of the CPP, so as to ensure synergies and coherence with the PAN/LCD. The National Steering Committee may designate a National Scientific Committee and/or National UNCCD-CST Focal Point to review and approve reports and documents generated by the CPP and advise on their scientific merit and content.

224. **At the regional and provincial levels**, programme supervision will be entrusted to governors and high commissioners, respectively. However, on the technical side, these functions will be delegated to corresponding structures of CNCPDR, CRCPSA and MEDEV and to the consultation structure set up at the provincial level.

225. **At the communal level**, programme supervision at the pilot sites will reside with the municipal council and the technical functions will be delegated to the communal consultation and dialogue body, which will be made up of all the structures which represent different forms of legitimacy at the local level (political, social, economic).

226. The overall supervision of the programme takes into account the following factors:
- (i) The programme must bring to fruition projects and programmes to improve the living conditions of the populations that are financed by the country's traditional donors (Baseline scenario).
 - (ii) Within the context of PNGT2, there is a financing mechanism for initiatives (Local Innovation Fund or FIL) which is agreed upon by the majority of the technical and financial partners, and an impact monitoring and evaluation system which is operational and effective. The CPP (and eventually the ANGDT) will consider how to build on these best practices so as to create a more permanent and sustainable financial and monitoring mechanism.
 - (iii) One of the goals of the CPP is to bring about a decompartmentalization of the ministries and a greater consistency in government action. To this end, it must bring all the participants together to work hand in hand at all levels of activity. The sharing of roles and responsibilities in this context is not done vertically or within the current organizational framework of government action. Better still, the private and civil society structures can be empowered with mandates that until now have been considered the private domain of the public administration. Such an innovation must take into account the institutional resources for supervision of the programme.
 - (iv) It is important to keep in mind that on the one hand, the **programme** is not sectorial, and that **it belongs to all the players** engaged in its formulation and implementation; and on the other hand, the **ministerial departments**, and the attached and decentralized services **must change their mode of operation**, and show flexibility, openness to others, a spirit of sharing, and above all, a sense of belonging to the same body: **the nation of Burkina**.

PROGRAMME MANAGEMENT

227. Taking these factors into account, various elements favor the establishment of a National Authority for Sustainable Land Management (ANGDT), to be housed at first temporarily within the MECV, and drawing inspiration from the management and monitoring and evaluation procedures of the PNGT2. This national authority, which will be created during the first phase of the programme, will ensure the management, administration and guidance of the programme. An Interim Coordination Unit, housed in CONEDD (MECV) will undertake the same tasks. The ANGDT is considered as a permanent structure, established at Senior level, and given the mandate and authority for coordination of the different sectors involved in sustainable land management. The government has initiated discussion, that this structure will be a permanent one that will eventually supercede (and incorporate) the current CONEDD, and has committed to ensuring its sustainability¹⁴. The principle tasks and functions of this entity are to:

- Coordinate at the national level the activities linked to the planning and allocation of land and advise the government on concerns linked to sustainable land resources management;
- Facilitate exchanges of information at different levels (nation, region, commune, village) and promote a holistic and integrated approach to sustainable land management;
- Develop information systems on the land resources, land allocation and on environmental effects;
- Facilitate the establishment of a sustainable financing mechanism (e.g. National Fund for Desertification) with full participatory principles

¹⁴ The idea of establishment of ANGDT, as a possible successor to CONEDD, was presented by the Minister of Environment and discussed at the PDF B Validation Workshop in Jan 2006.

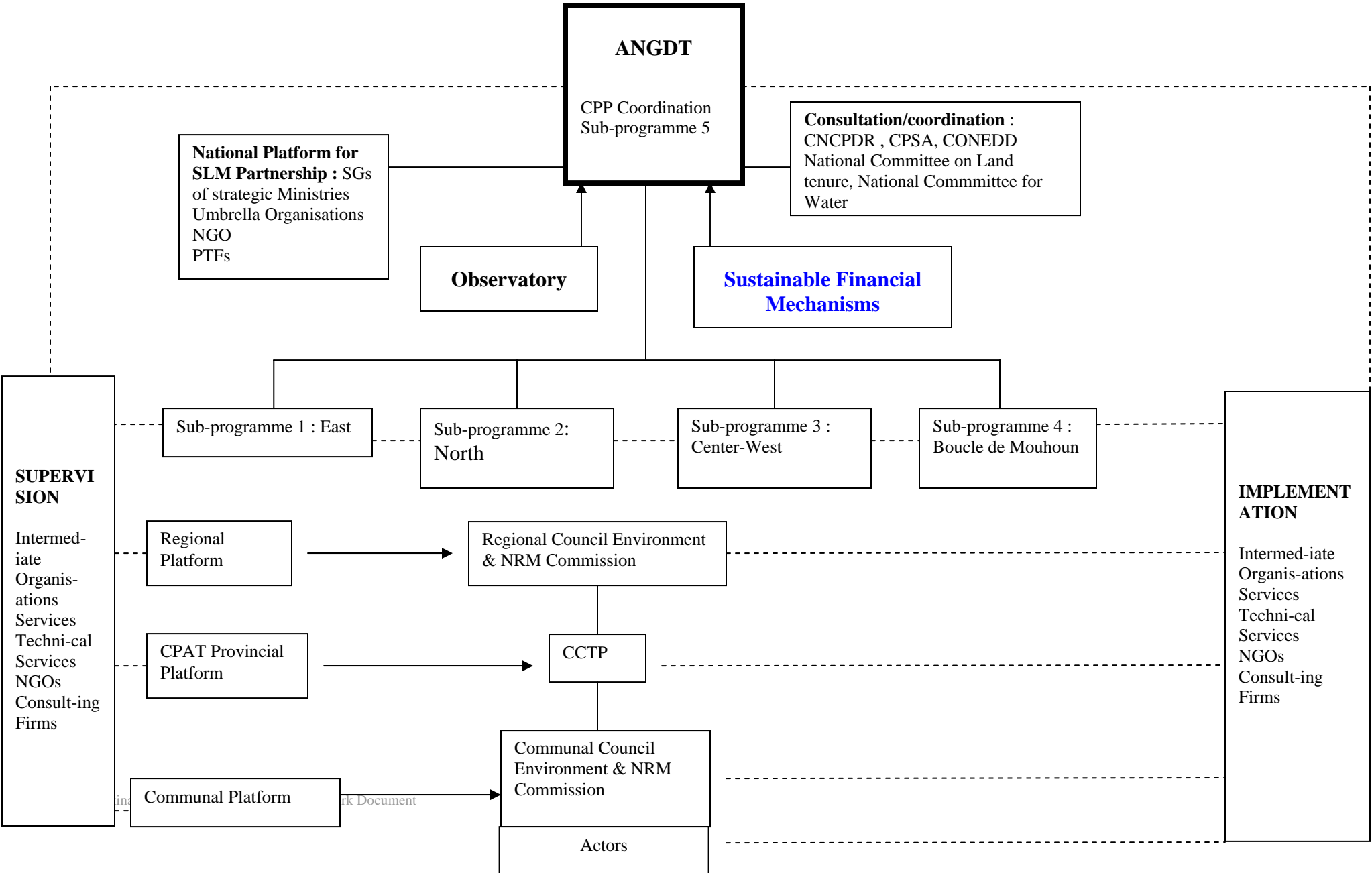
- Help create a coordinated approach to design, implementation and follow-up of development and improvement plans and initiatives relative to land management;
 - Ensure the monitoring and evaluation of the dynamics of land degradation;
 - Modify and update the land allocation policies as well as the legislative and institutional aspects which relate to them;
 - Facilitate and support the implementation of laws and policies enacted for conservation and for appropriate management of natural resources;
 - Facilitate the management of transboundary resources.
228. Provisions will be taken by the government to endow this agency with powers and capacities which are necessary for accomplishing its tasks. The fifth sub-programme of the CPP will be executed by the Interim Coordination Unit (and eventually ANGDT). The government has also provided a commitment to ensure the sustainability of this inter-sectoral institution, including placing it at the highest political level possible. Until the complete establishment of the ANGDT, this interim CPP Coordination Unit (which will have a very light structure) will reside in MECV (CONEDD).
229. Each sub-programme will consist of at least one GEF SLM project. Each project will be managed according to the specific arrangements designed for that project during the preparation of the sub-project. The sub-projects will adhere to the principles of the CPP, and ensure that its objectives and outcomes are met. The sub-projects will have their own internal M&E processes, but will also participate in the overall M&E of the CPP framework.

REGIONAL COORDINATION OF SUB-PROGRAMMES

230. The sub-programmes will be autonomous but linked to each other by functional relations for communications and knowledge exchange. They will be governed by the same **common principles** (see Annex E). The role of coordination of the two sub-programmes will be given to the actor which will provide the greatest value-added in terms of contribution to the baseline in the region. The baseline was defined by evaluation of incremental costs. In granting the leadership of the sub-programme according to the weight of contributions to the baseline, there is a better cost/efficiency if support measures are developed: allocation of appropriate human materiel and financial resources, establishment of a concerted and clear protocol for collaboration/specifications leading to results that are agreeable to all parties. The following choices for coordination of subprogrammes flow from these considerations:
- Northern Region: PDRD
 - Eastern Region: PNGT
 - Centre-West Region: Multi-functional platform for renewable energy (NGO)
 - Mouhoun Belt region: to be decided as there is currently no existing baseline project (options include the MFP/OCADES or GRN/Mohoun).
231. The coordination of each subprogramme will facilitate, among other things, the partnership/consultation and conduct of SLM initiatives at the regional level as well as monitoring and evaluation and capitalization of the programme. In each region, a synergy will be developed with the actors through their partnership platforms envisaged at the various levels (communal, provincial, regional). It should be noted that in order to consolidate the investment activities on the ground, and the promotion and dissemination of SLM best practices and knowledge exchanges on SLM technology transfers, the regional coordination unit will have the

task of creating a list of SLM projects that are underway or being negotiated with the help of the technical and financial partners.

Organizational Chart of the CPP/Burkina Programme



MONITORING AND EVALUATION

232. Monitoring and evaluation (M&E) is an essential component of the CPP's Sub-programme 5 and will constitute an important function carried out by the project team with oversight by UNDP. Standard M&E procedures will be used to monitor project impact based on the expected global and national environmental benefits. A comprehensive baseline will be prepared (upon approval of the CPP framework) to establish adequate data and indicators on the start-up situation. This will be more detailed in the pilot sites, but include information on a few country-level proxy indicators to measure replication (using GIS-based and ground truthing methods). To measure achievements, the project will organize M&E activities in accordance with UNDP-GEF requirements. It will function on the basis of common indicators identified by the partners in response to common objectives jointly defined as part of the programmatic approach of the CPP.
233. The modalities for the implementation of the M&E system (the logical framework, methods and indicators) have been developed during the PDF-B phase. In this respect, the CPP will build upon achievements of the National Programme for Land Management and the National Programme on Environment Information Management (Programme National de Gestion de l'Information sur le Milieu). However, in the development of the full M&E system, the CPP will refine its system by integrating, as they emerge, results from LADA (Land Degradation Assessment in Drylands) and the GEF KM for Land initiative. The first year of the CPP implementation (sub-programme 5) will see the development of the harmonized programmatic M&E system (platform, mechanisms, methodologies, and baseline information).
234. Monitoring and evaluation of individual sub-projects will be conducted in accordance with established Agency and GEF procedures. The Logical Framework Matrix of each sub-project will be harmonized with the overall Programme M&E included in this document. Each sub-project will ensure that there is an adequate budget allocated for M&E. The Sub-programme 5 will engage a dedicated full time M&E expert for the overall programmatic M&E system. Annex G provides a detailed description of the M&E system.
235. The CPP's monitoring and evaluation component will be based on principles of participation, subsidiarity and transparency. It will be supported by targeted research as needed. The primary responsibilities for the different aspects of M&E are defined as follows:
- At the sub-programme level, one of the professional staff for each sub-programme will be responsible for M&E. He/she will work closely with the stakeholders – government services, regional and local elected officials, the communes, producer groups, regional chambers of agriculture and community management structures. M&E responsibilities will be divided amongst local actors based on the subsidiarity and cost effectiveness. A participatory review and programming exercise will be held each semester. It will be used to identify strengths and weaknesses, causes of poor performance and measures needed to improve effectiveness. This will be one of the key tools for adaptive management and for the appropriation and capitalization of positive results in SLM.
 - The second level for M&E will involve targeted research in support of M&E and responsibilities will be divided amongst qualified research institutions. This will include INERA, the Universities of Ouagadougou and Bobo-Dioulasso and the University of Versailles based on partnership agreements to be established. These research partners will develop and test appropriate M&E tools for measuring impacts. This will include analysis of the agro-socio-ecological and economic parameters of SLM and their evolution in the sub-programme zones as well as time-scale comparisons, future projections, modeling and

- analyses of the potential for replicating and adapting successful SLM approaches to new regions.
- At the third level, the M&E expert for Sub-Programme 5 will coordinate and integrate the M&E data and information coming from the four field-level sub-programmes, from the research partners and from the other SLM collaborating partners. He/she will also organize an annual review workshop for all SLM partners to exchange lessons learned, best practices and to capitalize on each others' experiences.