

Feed the Future Innovation Lab for Livestock Systems

Burkina Faso: Enabling Policies for Livestock

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This brief is a work in progress. It will be updated with additional information collected in the future.

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1. Introduction

Burkina Faso continues to build on a series of long-term livestock policies overseen by the Ministry of Livestock Resources (MRA) since 1997 with offices at the national, regional, and provincial levels. Adopted in 2010, the National Policy for Sustainable Livestock Development (PNDEL) guides all sector programs for the period 2010-2025. This Policy is also consistent with the Livestock Action Plan (2011-2020) of the Economic Community of West African States (ECOWAS). Producer, butcher and trader associations operate at national and sub-national levels, though they are not always strong.

2. Resources for livestock sector development

Burkina Faso has successfully honored the commitments of the 2003 Comprehensive Africa Agriculture Development Program, based on the Maputo declaration calling for a minimum of 10% of the public budget dedicated to agriculture and rural development (Burkina Faso, 2011; OECD, 2013). Using the United Nations Classification of the Functions of Government (COFOG) / New Partnership for African Development (NEPAD) methodology, total annual spending was 65-66 billion CFA in 2004-2005 (526 CFA = US\$1), increasing to 97-129 billion CFA annually in 2007-2011 (476 CFA =US\$1). During the same period, the national budget also increased from 640 billion CFA to 1,357 billion CFA (500 CFA=US\$1), resulting in an average of 10.2% of the national budget dedicated to agriculture from 2004-2011 (Burkina Faso, 2013).

From 2004-2011, the MRA received barely 7% of the agriculture budget, while livestock contributed an estimated 35% of GDP in the primary sector (Burkina Faso, 2013). The annual MRA budget increased from 2.3 billion CFA in 2005 (526 CFA =US\$1) to 5.2 billion CFA in 2010 and 2011, then tripled to 17.1 billion CFA in 2012 (476 CFA =US\$1), dropping back in the next two years but still remaining over double the previous period's annual budget at 13.7 and 14.3 billion CFA. The proportion of the MRA budget derived from foreign sources (African Development Bank, Islamic Development Bank, France, Belgium, and others) ranged between 30-60% during the period 2004-2012 (Burkina Faso, 2013).

One important internal financing mechanism, established in 1993, is Burkina Faso's Fund for Livestock Development (FODEL), which finances micro-projects associated with small producer operating costs (Traoré, 2012). FODEL is funded in part by the Contribution of the Livestock Sector (CSE) tax that is collected by customs agents on livestock exports. Of the CSE, 60% is returned to Treasury and 40% is allocated to FODEL. Some years FODEL receives a government subsidy as well: 150 million CFA in 2010 and 300 million CFA in 2012. Livestock health records suggest only 16% of tax was collected in 2009, and 33% in 2011, so this mechanism could generate considerably higher revenues (Burkina Faso, 2013; Diagne and Pelon, 2014).

3. Relevant policies and actors

The National Policy for Sustainable Livestock Development (PNDEL) was established by the MRA for the period 2010-2025 (MRA, 2010). In the PNDEL report the government highlights several constraints affecting the livestock sector (Table 1), as well as opportunities associated with genetic improvement of local breeds, and with the rapidly growing domestic and regional markets for animal products.

PNDEL's Vision is

“A livestock sector that is competitive and respectful of the environment, organized in value chains carried by professional associations, market-oriented and contributing as well to food security and improved well-being for the people of Burkina Faso.”

Table 1. Constraints affecting the livestock sector identified by PNDEL

Categories	Constraints
Competitiveness and markets	Insufficient market infrastructure Actors are not professionalized Insufficient communication and marketing
Institutions, policies, and legislation	Insufficient public financing Lack of planning capacity Insufficient research and extension Legislation is not applied
Socio-economic considerations	Tenure insecurity Gender inequalities Illiteracy
Environmental considerations	Climate change effects on land, forage, and water

Modified from: (MRA, 2010)

Its projected results for 2025 are in five areas (MRA, 2010):

- The traditional livestock system improved to market-oriented semi-intensive or intensive, contributing to national food security and income generation (sufficient for household subsistence, investment, and improved livelihoods);
- Numerous large modern production systems integrated with markets and contributing to income generation and regional trade;
- Responsible and well-organized professional organizations, upstream and downstream private operators as full partners with the state in livestock development;
- Integrated and complementary specialization by the regions, emphasizing the potentials of each one, according to the agro-ecological conditions, and supported by the decentralization policy and dynamics;
- Professionalized public and private technical support structures meeting the needs of producers and consumers.

PNDEL therefore proposes as its principal goals to strengthen the contribution of livestock to national economic growth, promote food and nutrition security, and improve livelihoods. It includes action plans for cattle/beef, small ruminants, pigs, milk, and traditional aviculture. Its four strategic pillars and priorities in each pillar are detailed in Table 2.

Table 2. Strategic pillars and priorities of the PNDEL.

Strategic pillars	Priorities
Build capacity in stakeholders	Reinforce professional training through capacity-building and pedagogy for instructors Reinforce technical outreach structures through personnel training, interventions and planning Reinforce capacity of professional organizations through incorporation of livestock producers in associations and cooperatives, literacy, and non-formal education
Promote tenure security and the sustainable management of pastoral resources through intensification, sedentarization, and tenure security	Reinforce legal framework Support creation of ZIPAs (Livestock Production Intensification Zones) Improve water management for livestock through infrastructure rehabilitation and construction, and capacity building Crisis management through protection and restoration of pasture lands, early warning systems, and coordination with Ministry of Environment
Increase productivity and livestock production	Improve food security for livestock by protecting natural forages, protection and restoration of degraded areas, intensification of forage production, distribution of concentrate Improve genetic potential through traceability of animals and animal products, introduction and multiplication of improved genes, selection against consanguinity, preservation of local genetic diversity Fight against contagious diseases in extensive production systems, reinforce epidemiological surveillance of priority diseases (RESUREP), and careful monitoring of intensive production systems Develop veterinary services and reinforce veterinary public health through the national livestock laboratory, effective enforcement of legislation on veterinary medicines, and creation of a national coordination cadre for food safety
Improve competitiveness of animal products and reinforce links between production and markets	Improve market infrastructure and capacity building of traders Improve quality of animal products through definition and application of norms Appropriate fiscal policies for local animal products

Modified from: (MRA, 2010)

Overlapping in time, from 2000-2015, and in objectives was the Program of Actions and Investment Plan in the Livestock Sector (PAPISE) (Burkina Faso, 2011, 2013).

Both PNDEL and PAPISE were framed under the National Rural Sector Program (PNSR) 2011-2015 with its principal goals of food and nutrition security, strong economic growth, and poverty reduction (Burkina Faso, 2011). In turn, the PNSR was based on the national development plan, the Strategy for Rural Development, adopted in 2003, which was renewed in 2010 as the Strategy for Accelerated Growth and Lasting Development (SCADD), for the period 2011-2015 (Burkina Faso, 2013; OECD, 2013). The objectives of the Strategy most relevant to the livestock sector were to:

- improve livestock productivity;
- increase revenues through diversification of economic activities in rural areas;
- reinforce links between production and markets;
- assure the sustainable management of natural resources;
- improve the economic situation and social status of women and youth in rural areas; and
- make rural populations responsible actors in their own development (Burkina Faso, 2013).

One of the most important laws for the livestock sector, elaborated and approved under PAPISE in 2002, was the Orientation Law Relative to Pastoralism (LORP), or the Pastoralism Policy Act: Law n° 034-2002/AN, 14 November 2002. This law defines pastoralism, and sets principles and modalities for the management of pastoral, agro-pastoral, and sylvi-pastoral activities. This law also defines the conditions under which the State or Territorial Collectivities grant pastoralists access to resources, seeking to assure their right to equitable utilization of natural resources, and their right to herd mobility (MRA, 2010).

Another important law is the Land Tenure Act (Law No. 034-2009/AN) of 2009, currently in implementation, which seeks to ensure equitable access to rural land for all stakeholders; promote investments in agriculture, forestry and pastoralism; reduce poverty in rural areas; promote the sustainable management of natural resources; protect property rights; prevent and manage land conflicts; and build a framework for ensuring rural land tenure security. The Act institutes rural land charters at village level as the institutional mechanism for assuring herder access to grazing resources, considering customary land rights and usage as well as contextual diversity. Charters are facilitated by the state, and include representative group of stakeholders including women, forest users, pastoralists, and youth (Hughes, 2014). Subsequently, the Agrarian and Land Tenure Reorganization Act, Law No. 034-2012/AN, provides the legal framework for local land use planning (Kaboré et al., 2014). This Act reaffirms the principle of gender equality established in the Constitution, with sons and daughters treated equally under formal inheritance law and widows inheriting their husbands' property if the marriage was a recognized civil one. On the ground, however, customary practices generally supersede formal legislation, therefore women lack direct access to land and property passes from a man to male members of his family (Hughes, 2014).

Finally, under the auspices of Burkina Faso's Decentralization Law No. 55-2004/AN (modified in 2009), the General Territorial Collectivity Code (CCGT) transfers authorities and finances to local governments, thereby providing the legal basis for local planning processes to be guided by Village Development Councils (CVD) (Kaboré et al., 2014; MRA, 2010). In practice, however, the transfer of funds to territorial collectivities, and in turn the growth of their technical capacity, has been limited (Burkina Faso, 2013).

4. National level actors

Burkina Faso created the Ministry of Livestock Resources (MRA) in 1997, separating it from the Ministry of Agriculture and Fisheries (MAH) and from the Ministry of Environment and Sustainable Development. In 2006, Decree n° 2006-411/PRES/PM/MRA established the following four General Directorates within MRA: Sectoral Research and Statistics (DGESS), Pastoral Space and Holdings (DGEAP), Livestock Production (DGPA), and Veterinary Services (DGSV). All policy formulation, operational planning, and project and program coordination are the responsibility of DGESS (MRA, 2015). Key responsibilities of the MRA are the following (MRA, 2010):

- Reorganization of traditional livestock production through capacity building and cooperation among producers;
- Management of pastoral zones, promotion of livestock feed industries and forage supply for intensive livestock production;

- Promotion of private and state farms;
- Qualitative improvement of infrastructure and animal health services;
- Quality control for animal products;
- Promotion of animal product transformation industries; and
- Research on stable and remunerative outlets for livestock products.

Also relevant for livestock trade is the Ministry of Industry, Commerce, and Handicrafts (MICA), particularly the General Directorate for Commerce, which studies and follows product prices and competition. MICA (MRA, 2011) reports processing of hides and skins as around 0.5% of livestock sector contribution to GDP between 2001-2008, compared to over 60% from livestock husbandry, 5% from abattoirs and meat processing, 6% from trade, and 20% “contribution to crop agriculture”. MICA also oversees treaties and agreements with trading partners and the World Trade Organization (WTO), WAEMU, Organization for the Harmonization of Business Law in Africa (OHADA), and ECOWAS (Traoré, 2012). In addition, the Export Promotion Agency (APEX) and the National Export Strategy 2010 (SNE) define norms for exports, assure quality and promote the commercialization of export products (Traoré, 2012).

The Ministry of Economy and Finance (MEF) oversees micro-finance programs financed by DANIDA / ACIDI (Canada) / UNDP, with 70% of funds allocated to the agriculture sector. The Ministry of Youth, Professional Training, and Employment (MJFPE) also provides finance for agricultural enterprises, including young livestock keepers. The Ministry of Territorial Administration and Decentralization (MATD) also contributes infrastructure funds, for example to construct markets (Burkina Faso, 2013).

The Ministry of Scientific Research and Innovation (MSRI) oversees the National Center for Scientific and Technical Research (CNRST), and its subsidiary the National Environmental and Agricultural Research Institute (INERA) (Burkina Faso, 2013). The INERA Livestock Production Department has three research programs: cattle, small ruminants, and monogastrics (pigs and fowl) (Tamini et al., 2014).

The National Center for the Multiplication of high Performance Livestock (CMAP) was created in 2006 to support the livestock sector by providing genetic material to producers and by contributing to training of producers and agents, to generating a national identification system and traceability for livestock, to improving productivity of local races, to defining national genetic improvement norms, and to safeguarding diversity of genetic resources (Tamini et al., 2014).

Diverse groups of actors in the livestock value chains have their own national (and in some cases, sub-national) associations. National-level associations include the National Federation of Livestock Producers (FEB, with sub-associations for cattle, sheep/goats, pigs, poultry, and milk), the National Union of Cattle Sellers and Exporters (UNACEB), the House of Aviculture (MDA), the House of Pork Producers (MEP), the National Union of Butchers (UNABOC), the National Union of Cattle and Meat Exporters (UNAEBV), the Kadiogo Local Association of Women Milk Producers (AFTLK), and the Association for the Promoters of Local Milk (APLL) (MRA, 2010). The MDA, MEP, and APLL are all peri-urban professional associations, incorporating relatively better-off producers in and around Ouagadougou and Bobo-Dioulasso. These three examples were relatively successful at advocacy and service provision (including veterinary services), but are not characteristic of rural small-holder livestock production in Burkina Faso (Gning, 2005). Several of these associations come together under the National Livestock-Meat Federation of Burkina Faso.

The National Coordination Cadre for the Promotion of Livestock Resources (CNC/RA) created in 1995 is intended to ensure that government agencies and producer associations work together to assure harmonious and sustainable development strategies in the livestock sector. Created in 2004, in accordance

with the Paris Declaration, the National Coordination Cadre for Partners in Decentralized Rural Development (CNCPDR) works more broadly to integrate all interventions in rural Burkina Faso undertaken by ministries, civil society, the private sector, and donors (MRA, 2010).

In 2014, the World Bank renewed and expanded the Agricultural Productivity and Food Security Project (PAPSA), initiated in 2010. Funding for the 2015-2018 period is provided by the International Development Association (IDA, \$35.95 million) and the Global Agriculture and Food Security Program (GAFSP, \$37.10 million). With respect to livestock production, the program plans to construct 5,000 fattening units for cattle and sheep, 800 km of corridors to facilitate livestock access to water resources, promote local poultry vaccination and genetic improvement, cattle artificial insemination, and milk collection and processing. Forty percent of beneficiaries are intended to be women (World Bank, 2014).

5. Sub-national (regional, provincial) actors

Cattle producers, traders, and butchers have also formed unions at the provincial level for advocacy and policy-reform. The MRA operates Regional Livestock Resource Directorates (DRRA) in each of Burkina Faso's 13 regions, and Provincial Directorates (DPRA) in each of the 45 provinces, further subdividing the national territory into 352 livestock technical support zones (ZATE) by commune (302 rural and 50 urban or peri-urban), 104 veterinary posts, and 26 pastoral zones covering 731,000 ha (Burkina Faso, 2011; Diagne and Pelon, 2014; MRA, 2007). The Regional and Provincial Territorial Management Commissions (CRAT and CPAT) as well as the Regional Technical Coordination Cadre (CCTR) oversee development planning and implementation in their respective administrative areas (MRA, 2010). INERA operates five Regional Agricultural Research Centers (CRREA), respectively in the Center, East, North-West, West, and Sahel (Tamini et al., 2014).

6. ECOWAS

The key regional organization in which Burkina Faso is a member, with 14 of its neighbors, is the Economic Community of West African States (ECOWAS), founded in 1975 to promote regional economic integration. The ECOWAS Agricultural Policy (ECOWAP), which was adopted in 2005, seeks broadly to ensure food sovereignty by reducing dependence on imports for food security and to reduce poverty. More specifically under ECOWAP, ECOWAS has established a Livestock Action Plan for 2011-2020 with the goals to 1) promote the livestock, meat and dairy sector; 2) provide security for transnational mobility and reduction of conflicts; 3) structure the livestock production sector; 4) create a favorable environment for the development of livestock, meat and dairy products (ECOWAS, 2010). In order to manage cross-border transhumance among its member countries, seeking to assure free seasonal movement of livestock in search of water and pasture—but not for sale—ECOWAS established the International Transhumance Certificate (ITC). The Certificate is intended to enable authorities to monitor herds, by providing information on ownership and herd composition, vaccinations given, and the itinerary (ECOWAS, 1998). Table 3 outlines the challenges faced by cross-border transhumance according to FAO (2012).

Table 3. Overview of challenges faced by cross-border transhumance in West Africa.

Types of Problem	Actors
Departure Country	
Organizational Problems	
Uncontrolled number of pastoralists and animals in transhumance	A
Not all routes identified / determined (for existing ones)	E
Difficult access to locations providing livestock services	E
Limited number of entry points	E
Identity cards of herders refused or unavailable before departure	A
Weak consultation framework between actors in the country of departure	E
Lack of information by herders about the migration seasons	E
Discontinuity of transhumance corridors at borders	E
No control of diseases (sometimes animals are neither vaccinated nor dewormed before leaving for transhumance)	P
Problems with herders at point of departure	
Early return from transhumance (stray animals)	
Transit Country	
Destruction of crops	P
Discontinuity of transhumance corridors	E
Administrative harassment (police, customs, etc.)	E
Obstruction of corridors	E
Lack of infrastructure and inadequate coverage	E
Lack of coordination between the border and the areas receiving the herds, to determine quotas for the animals	A
Reception Country	
Organizational Problems	
No determination of carrying capacities of reception areas	E/A
No control of diseases (sanitary problems, sometimes animals are neither vaccinated nor dewormed before leaving for transhumance)	E/A
Breach of length of stay	A
Breach of posts of entry and exit	A
Lack of information on different types of development	E
Inadequate management of grazing areas	E
Lack of marking of boundaries of the transhumance corridors	E
Lack of flexibility on the return routes	E
Inadequacy of waterpoints for certain species such as camels	E
Problems with herder arrival	
Noncompliance with the regulations of the host country	A
Silting of water points	E
Various social conflicts (e.g., non-compliance with customs, loitering, violence, rape, theft)	
All Countries	
Low awareness / sensitization in regards to texts and practices of pastoralists	E/A
Damage in the fields	P
Excessive cutting of trees	P/E
Lack of language skills spoken in areas of transhumance	A
Language issues	A/E
Loss of animals	E/P
Intrusion of transhumants in protected areas (voluntary, involuntary, or acts of corruption)	A/E
Transhumants refusing to identify themselves	A

Actor: A: Administrators, E: Pastoralists, P: Population.

Modified from: (FAO, 2012)

7. WAEMU

The West African Monetary Union (WAEMU) was founded in 1994, for the purposes of developing and implementing initiatives to restore macroeconomic equilibrium among the member countries. WAEMU's agricultural policy was the first, in 2001, common agriculture policy approved by a regional economic community in Africa.

Because livestock is one of the key economic sectors in the WAEMU zone, WAEMU promotes a strategy to develop beef, sheep, and poultry chains specifically (Kamuanga et al., 2008). WAEMU also supports the CIRDES (International Research and Development Center for Livestock in the sub-humid Zone) regional livestock research center in Bobo-Dioulasso, Burkina Faso. CIRDES conducts research and capacity building to improve 1) livestock health and production (improve productivity, study reproduction of cattle and small ruminants), 2) genetic conservation, 3) environmental protection (identify environmental and socio-economic constraints on agro-pastoral system productivity, improve agriculture-livestock integration), and 4) technology formation and transfer (Tamini et al., 2014; <http://www.cirdes.org/>).

Both ECOWAS and WAEMU provide important spaces and impetus for free movement of goods and people across neighboring countries in the region. Nevertheless, free livestock trade and free movement of livestock (ITC) initiatives face ongoing challenges including road harassments, administrative burdens, inadequate infrastructure, and conflicts with farmers (ATPP, 2013; Diallo and Boundaogo, 2011; Diagne and Pelon, 2014; Kamuanga et al., 2008; MAFAP, 2013, USAID ATP 2013). A further obstacle is posed by insufficient policy harmonization in matters concerning livestock safety and health standards, despite recent initiatives aimed at recognizing veterinary certificates across national borders (ATPP, 2013). Numerous regional associations work on issues that are relevant to the regional sphere in livestock, including the Confederation of National Federations in the Meat and Livestock sector for West Africa (COFENABVI), the Association for the Promotion of Livestock Farming in the Sahel and the Savannah (APESS), the Network of West African Farmers' and Producers' Organizations (ROPPA), the Network of West African Agri-food Sector Economic Operators (ROESAO), the Confederation of Traditional Livestock Farmers (CORET), and Lawol Fulfuldé (ECOWAS, 2010). Additionally, regional or multi-country donor-funded projects advance efforts on regional issues, for example the USAID-funded West Africa Trade and Investment Hub.

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