



Feed the Future Innovation Lab for Livestock Systems

Burkina Faso: Enabling Policies for Livestock

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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 Lasting 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 associations for beef, pork, poultry, and milk operate at national and provincial levels, though they are not strong.

2. Resources for livestock sector development

Burkina Faso has successfully honored the 2003 ECOWAP/PDDAA (Detailed Program for the Development of Agriculture in Africa) Maputo commitment of at least 10% of the public budget dedicated to agriculture and rural sector (Burkina Faso, 2011). 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 (650 CFA francs = US\$1), increasing to 97-129 billion CFA annually in 2007-2011. During the same period, the national budget also increased from 640 billion CFA to 1,357 billion CFA, 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 to 5.2 billion CFA in 2010 and 2011, then tripled to 17.1 billion CFA in 2012, 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 Lasting Livestock Development (PNDEL) was established by the MRA for the period 2010-2025 (MRA, 2010). Summarizing progress to 2010, PNDEL 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.

Table 1 Constraints affecting the livestock sector identified by PNDEL (MRA, 2010).

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

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.”

Its projections 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 (MRA, 2010)

Strategic pillars	Priorities
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Build capacity in stakeholders	Reinforce professional training through instructor capacity-building and pedagogy
	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 nonformal 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, create a national coordination cadre for health security of food (SSA)
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

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). The objectives of the Strategy most relevant to the livestock sector are 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, 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. Regional (supra-national)

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 or CEDEAO), founded in 1975 to promote regional economic integration. The ECOWAS Agricultural Policy (ECOWAP) 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 (FAO 2012)

Country	Types of problem	Actors
Departure		
	Organizational Problems	
	Uncontrolled number of pastoralists and animals in transhumance;	A
	Not all routes identified / determined (for existing ones) or uncontrolled;	E
	Difficult access to locations providing livestock services;	E
	Limited number of entry points;	E
	Refusal / unavailability of livestock identification papers (identity papers) before departure;	A
	Weak consultation framework between actors in the country of departure;	E
	Lack of information on farmers during the seasonal migration;	E
	Discontinuity of transhumance corridors at borders;	E
	No prior knowledge of diseases (sometimes animals are neither vaccinated nor dewormed before leaving for transhumance)	P
	Problems with indigenous initially	
Early return from transhumance (stray fields)		
Transit		
	Destruction of crops;	P
	Discontinuity 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 those reception areas for the determination of animals quotas.	A
Reception		
	Organizational Problems	
	No determination of carrying capacities of reception areas;	E/A
	No control of diseases (health constraints, and unvaccinated animals before departure in 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
	No Boundaries / markup transhumance corridors;	E
	Lack of flexibility on the return routes;	E
	Inadequacy of drainage systems in relation to certain species such as camels.	E
	Problems with Aboriginal arrival	
	Noncompliance of the host country;	A
	Silting of water points;	E
Various social conflicts (non-compliance with customs, wandering, violence, rape, theft, ...);		
All countries		
	Low awareness / sensitization texts and practices of pastoral;	E/A
	Damage in the fields;	P
	Excessive falling of trees;	P/E
	Lack of knowledge of languages spoken in areas of transhumance	A
	Language issues;	A/E
	Loss of animals;	E/P
	Incursion of transhumance in protected areas (voluntary, involuntary acts of corruption);	A/E
Transhumant refusing to identify themselves	A	

A: Managing E: Breeder transhumant P: population

The ECOWAS Common External Tariff (CET) took effect on January 1, 2015, replacing the one established by the West African Economic and Monetary Union (UEMOA or WAEMU) in 2000 among its eight member countries. The five tariff bands are 0% for essential social goods,

5% for primary necessity goods and raw materials, 10% for inputs and intermediate goods, 20% for final consumption goods, and 35% for specific goods for economic development (de Roquefeuil et al., 2014).

UEMOA was founded in 1994 to promote regional trade. Because livestock is one of the key economic sectors in the UEMOA zone, UEMOA promotes a strategy to develop beef, sheep, and poultry chains specifically (Kamuangu et al., 2008). UEMOA 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 UEMOA provide important spaces and impetus for harmonizing policies across neighboring countries in the region. Nevertheless, free trade (CET) and free movement of livestock (ITC) initiatives face ongoing challenges including road harassments, administrative burdens, inadequate infrastructure, and conflicts with farmers (Diallo and Boundaogo, 2011; Diagne and Pelon, 2014; Kamuanga et al., 2008; MAFAP, 2013).

The ECOWAS Livestock Action Plan identifies several regional livestock farming and breeding organizations: the Network of West African Agri-food Sector Economic Operators (ROESAO), the Network of West African Farmers' and Producers' Organizations (ROPPA), the Confederation of Traditional Livestock Farmers (CORET), the Association for the Promotion of Livestock Farming in the Sahel and the Savannah (APESS), The African Federation of Associations for Trade in Agricultural Inputs (FACIA), the Confederation of National Federations in the Meat and Livestock sector for West Africa, and Lawol Fulfuldé (ECOWAS, 2010).

From 2016-2019 UKAID is funding the Sustainable Agriculture Intensification Research and Learning in Africa (SAIRLA) Programme in seven countries (Burkina Faso, Ethiopia, Ghana, Malawi, Tanzania and Zambia), managed by WYG International (UK) and the Natural Resources Institute (University of Greenwich-UK). In Burkina Faso specifically, SAIRLA is supporting a National Learning Alliance on Sustainable Agricultural Intensification (NLA-SAI). With respect to livestock, the Alliance seeks to build on existing innovative livestock practices and systems, land management for livestock production, husbandry practices, and combined livestock and agriculture practices. (SAIRLA, 2016).

5. National level

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 2011 reports leather and skin working as around 0.5% of livestock sector contribution to GDP between 2001-2008, compared to 60%+ from livestock raising, 5% from abattoirs and meat transformation, 6% from trade, and 20% “contribution to crop agriculture”. MICA also oversees treaties and agreements with trading partners and the World Trade Organization (WTO), UEMOA, 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 / ACDI (Canada) / UNDP, with 70% of funds allocated to the agriculture sector. The Ministry of Youth, Professional Training, and Employment (MJFPE) also provides credits 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 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).

National-level producer 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). Although it may have started with as many as 3500 groups of herders in 2005, the FEB was created by the government, not formed from existing associations, and did not at that time help producers outside the cattle sub-sector, who had very different needs and priorities (Gning, 2005). The MDA is limited to semi-intensive poultry production, a system unlike any other livestock sectors in the country. The MDA, MEP, and APLL are all peri-urban professional associations, incorporating well-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). A common sentiment is that the MRA attention and resources focus on promoting these “modern farms” rather than on the extensive smallholder livestock operations which involve the most livestock and people (Diagne and Pelon, 2014).

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 are 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).

6. Sub-national (regional, provincial) level

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).

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).

INERA operates five Regional Agricultural Research Centers (CRREA), respectively in the Center, East, North-West, West, and Sahel (Tamini et al., 2014).

Cattle herders have formed unions at the provincial level for advocacy and policy-reform. These unions are based on shared ethnicity and social systems. The livestock production system they manage is an extensive system of cattle with some small ruminants (Gning, 2005).

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