NATIONAL REPORT ON IMPLEMENTATION OF THE ALMATY PROGRAMME OF ACTION
(2003-2012)

December 2012
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Foreword

This report on implementation of the Almaty Programme of Action has been produced under the joint supervision of the Director-General, Foreign Trade and the Director-General, Economic Affairs and Planning, with joint coordination by the Director, Foreign Trade and Statistics and the Director, Public Policy Monitoring and Assessment. The technical drafting team was made up of senior personnel from the Foreign Trade Directorate, the Economic Affairs and Planning Directorate, and the Cooperation Directorate.

The working team wishes to thank all those who contributed in one way or another to the production of this report for their generous efforts.
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<tbody>
<tr>
<td>ABNMQ</td>
<td>Burkina Faso Standards, Metrology and Quality Agency</td>
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<td>AGETEER</td>
<td>General Agency for Water Supply and Rural Facilities</td>
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<td>ARSE</td>
<td>Electricity Subsector Regulatory Authority</td>
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<tr>
<td>ESCTN</td>
<td>Electronic Ship Cargo Tracking Note</td>
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<tr>
<td>BST</td>
<td>Transit Monitoring Bureau</td>
</tr>
<tr>
<td>BPW</td>
<td>Buildings and Public Works</td>
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<tr>
<td>BUMIGEB</td>
<td>Burkina Faso Bureau of Mines and Geology</td>
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<td>CBC</td>
<td>Burkina Faso Consignors Association</td>
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<tr>
<td>ECA</td>
<td>Economic Commission for Africa</td>
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<td>ECOWAS</td>
<td>Economic Community of West African States</td>
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<tr>
<td>CSLP</td>
<td>Strategic Anti-Poverty Framework</td>
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<td>SCD</td>
<td>Single Customs Déclaration</td>
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<td>DGEP</td>
<td>Economic Affairs and Planning Directorate</td>
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<td>DTIS</td>
<td>Diagnostic Trade Integration Study</td>
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<td>IHLCs</td>
<td>Integrated Household Living Conditions Survey</td>
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<td>CFA franc</td>
<td>African Financial Community franc</td>
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<td>FDE</td>
<td>Electrification Development Fund</td>
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<tr>
<td>FER-B</td>
<td>Road Maintenance Fund</td>
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<tr>
<td>AFI</td>
<td>Automated Forecasting Instrument</td>
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<tr>
<td>INSD</td>
<td>National Statistics and Demography Institute</td>
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<tr>
<td>EITI</td>
<td>Extractive Industries Transparency Initiative</td>
</tr>
<tr>
<td>Km</td>
<td>Kilometre</td>
</tr>
<tr>
<td>KWh</td>
<td>Kilowatt-hour</td>
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<tr>
<td>MICA</td>
<td>Ministry of Industry, Trade and Crafts</td>
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<tr>
<td>OECD</td>
<td>Organization for Economic Cooperation and Development</td>
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<tr>
<td>WTO</td>
<td>World Trade Organization</td>
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<tr>
<td>ONASER</td>
<td>National Road Safety Board</td>
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<tr>
<td>ONATEL</td>
<td>National Telecommunications Board</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organization</td>
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<tr>
<td>OPA</td>
<td>Observatory on Abnormal Practices</td>
</tr>
<tr>
<td>PANA</td>
<td>National Adaptation Action Programmes</td>
</tr>
<tr>
<td>GDP</td>
<td>Gross domestic product</td>
</tr>
<tr>
<td>SMB</td>
<td>Small and mid-sized businesses</td>
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<td>POSICA</td>
<td>Industry, Trade and Crafts Sector Policy</td>
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<td>PPP</td>
<td>Public-Private Partnership</td>
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<td>PRFTTAO</td>
<td>West Africa Regional Road Transit and Transport Facilitation Programme</td>
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<tr>
<td>PST2</td>
<td>Transport Sectoral Programme (Phase 2)</td>
</tr>
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<td>TFP</td>
<td>Technical and Financial Partner</td>
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<tr>
<td>GPHC</td>
<td>General Population and Housing Census</td>
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<td>SCADD</td>
<td>Accelerated Growth and Sustainable Development Strategy</td>
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<tr>
<td>SITARAIL</td>
<td>Société Internationale de Transport Africain par Rail</td>
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<tr>
<td>AYSCUDA</td>
<td>Automated System for Customs Data</td>
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<td>SYGESTRAN</td>
<td>Road, Rail and Air Transport Management System</td>
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<tr>
<td>Abbreviation</td>
<td>Description</td>
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<tr>
<td>SYLVIE</td>
<td>Virtual Importing and Exporting Operations Liaison System</td>
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<tr>
<td>CET</td>
<td>Common External Tariff</td>
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<tr>
<td>ICT</td>
<td>Information and communication technology</td>
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<td>IRT</td>
<td>International Rail Transport</td>
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<td>ISRT</td>
<td>Inter-State Road Transport</td>
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<td>VAT</td>
<td>Value added tax</td>
</tr>
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<td>UEMOA</td>
<td>West African Economic and Monetary Union</td>
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<tr>
<td>ITU</td>
<td>International Telecommunication Union</td>
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<td>US</td>
<td>United States</td>
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</table>
I. Introduction

Burkina Faso is a landlocked country with an area of 274,000 km² located in the heart of West Africa. It shares borders with Benin to the southeast, Côte d’Ivoire, Ghana and Togo to the south, Mali to the north and west and Niger to the east and northeast.

Landlocked as it is, Burkina Faso has created links with the rest of the world through a number of corridors aimed at securing alternative means of access to international ports. These corridors are four in number: (i) the Abidjan corridor (rail link included), (ii) the Lomé corridor, (iii) the Tema and Takoradi corridor, and (iv) the Cotonou corridor.

Burkina Faso’s economy makes use of various means of transport, including sea, river, road, air and rail transport but road transport predominates by a wide margin. On average, road transport accounts for an estimated 70 to 80 per cent of all transport-related transactions in the countries of the West African Economic and Monetary Union (UEMOA). Road transport services include, among other things, carriage of passengers, freight and petroleum products, vehicle rental, and road and facility repair. The road transport system may be described as a complex structure the purpose of which is to transport or to help transport individuals, goods and services under optimal conditions of economic efficiency, speed and service quality.

The Ouagadougou-Abidjan rail line, 1,200 km long, is the second-ranking means of freight haulage, after road transport. The line is jointly owned by Burkina Faso and Côte d’Ivoire and is operated under a concession arrangement with the Société Internationale de Transports Africains par Rail (SITARAIL).

The challenges confronting the country domestically, primarily in the domain of road transport, have to do with the fact that the road network is quantitatively and qualitatively deficient, while the stock of vehicles is old and decrepit. Moreover, stakeholders in that sector are inadequately organized, its human resources are inadequate, and the issues of overloading, cost control, road safety and a consistent legal and regulatory framework remain to be addressed.

Other challenges, at the subregional and regional levels, arise from the fact that national regulations and procedures (administrative and customs documents governing transit, high prices charged by operators, long transfer times, information and communication technology) are not adequately harmonized.

This report on implementation of the Almaty Programme of Action is the outcome of a participatory process. It was drafted by the Economic Affairs and Planning Directorate, in collaboration with senior personnel responsible for transport, trade and infrastructure issues.

This document is an attempt to provide an account of a decade of implementation of the Almaty Programme as it concerns performance results in the transport, infrastructure and trade sectors in Burkina Faso. It is structured around eight main themes: (i) assessment of key trends in economic, social and environmental development, (ii) fundamental transit policy issues, (iii) infrastructure maintenance and extension, (iv) international trade and trade facilitation, (v) international programme support measures, (vi) the national monitoring and review system, (vii) emergent issues, and (viii) future prospects.

Context and objectives of the Almaty Programme of Action

In view of the additional costs incurred by landlocked countries in their international trade, and with a view to promoting their development, the United Nations General Assembly adopted, on 21 December 2001, resolution 56/180, by which it invited the Secretary-General to convene an international ministerial conference of landlocked and transit developing countries and donor countries and international financial and development institutions on transit transport cooperation.

In due course, an international ministerial conference was held at Almaty, Kazakhstan, on 28 and 29 August 2003. The outcomes of that conference were (i) the Almaty Declaration and (ii) the Almaty Programme of Action. That Programme was adopted by the General Assembly in resolution 58/201 of 4 February 2004.

The objective of the Almaty Programme of Action is to establish efficient transit transport systems in landlocked and transit developing countries. To that end, the Programme aims specifically to:

- Secure access to and from the sea by all means of transport for all landlocked developing countries according to applicable rules of international law;
- Reduce costs and improve services so as to increase the competitiveness of their exports;
- Reduce the delivered cost of imports;
 Address problems of delays and uncertainties in trade routes;
 Develop adequate national networks;
 Reduce loss, damage and deterioration en route;
 Open the way for export expansion;
 Improve safety of road transport and security of people along the corridors.

In pursuit of these objectives, the Programme identifies five priorities relating to:

(a) Transit-related policies and regulatory frameworks: landlocked and transit developing countries should review their regulatory frameworks in the transport sector and create regional transport corridors;

(b) Infrastructure development: landlocked countries should devise multimodal (rail, road and air) transport projects and pipeline infrastructure projects;

(c) Trade and transport facilitation: landlocked countries should implement international conventions and other instruments aimed at facilitating transit trade (including in particular those of WTO);

(d) Development assistance: the international community should provide assistance in the form of technical support, encourage foreign direct investment, and increase official development assistance;

(e) Implementation and review: all parties should improve their monitoring of the implementation of instruments relating to transit and conduct timely in-depth assessments of such implementation.

Burkina Faso, which has acceded to the Almaty Programme of Action, proposes to take this opportunity to emphasize, in this report, its most significant accomplishments and the main constraints, and to propose new strategies with a view to correcting deficiencies identified in the course of its implementation of the Programme of Action.

II. Assessment of key trends in economic, social and environmental development

2.1 Major macroeconomic trends

Domestically, actions aimed at facilitating Burkina Faso’s international trade were initially implemented with the Strategic Anti-Poverty Framework (CSLP), which covered the period 2000-2010. During that period, the poverty rate declined by 1.9 percentage points, from 48.6 per cent in 2003 to 46.7 per cent in 2009 (IHLCS 2009).

Table 1
Poverty rate and the poverty line, 1994-2009

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<tbody>
<tr>
<td>Poverty line (CFA francs)</td>
<td>41 099</td>
<td>72 690</td>
<td>106 105</td>
<td>130 357</td>
</tr>
<tr>
<td>Poverty rate (per cent)*</td>
<td>44.5</td>
<td>45.3</td>
<td>48.6</td>
<td>46.7</td>
</tr>
</tbody>
</table>

Source: INSD, IHLCS 2009.

* It is noteworthy that different calculation methods have been used over the years. For example, a new methodology was used to calculate the poverty rate in 2009, affording a means of retro-pollating the 2003 rate. Consequently, it was not technically feasible to compare poverty rates for the period 1994-1998 with those for the period 2003-2009.

A decade after the implementation of the CSLP, the Accelerated Growth and Sustainable Development Strategy (SCADD) for the period 2011-2015 was adopted on 29 December 2010, as a new benchmark for the country’s economic and social development.

From 2000 to 2011, economic activity in Burkina Faso was marked by a succession of ups and downs, owing to weather conditions and numerous impacts of external origin. GDP grew at a mean annual rate of 5.3 per cent during that period, with a peak of 8.7 per cent in 2005 and a trough of 3.0 per cent in 2009.

Sector-by-sector analysis reveals that approximately 86.0 per cent of the workforce was employed in the primary sector (GPHC 2006), and that that sector accounted for an estimated 30.0 per cent of GDP formation during the period under review (DGEPAFI, July 2012). For 2010 and 2011 respectively, the primary sector accounted for 28.4 per cent and 25.9 per cent of GDP formation. Over the period 2000-2011, value added
agriculture and livestock production accounted for 56.2 per cent and 34.1 per cent respectively of all value added in the primary sector (DGEP/AFI, July 2012).

Figure 1
Value added, primary sector, by activity, 2000-2011


Over the same period (2000-2011), the contribution of the secondary sector to GDP formation averaged 19.0 per cent (DGEP/AFI, July 2012). Between 2000 and 2009, two subsectors, industries and BPW, accounted for the bulk of value added formation in the secondary sector, with approximately 46.0 per cent and 28.0 per cent respectively. Since 2009, with the mining boom, the extractive industries have been accounting for a progressively larger share, amounting to an estimated 24.6 per cent in 2011 (compared to less than 6.0 per cent before 2009).

Figure 2
Value added, secondary sector, by industry 2000-2011


During the period 2000-2011, it was the tertiary sector that was the largest contributor to GDP formation, accounting, on average, for 41.9 per cent of the total. The tertiary sector is dominated by the commercially traded services subsector, which accounted for an estimated 53.6 per cent of all value added over the period 2000-2011. Within that subsector, trade remains predominant, accounting for 47.6 per cent of the total.
To sum up, the contributions of the three sectors to GDP formation over the period 2000-2011 are shown in the chart below:

The inflation rate was kept under control in all but three years: 2001 (+4.9 per cent), 2005 (+6.4 per cent) and 2008 (+10.7 per cent).

The current internal and external debt to nominal GDP ratio was consistently well under 70 per cent, and thus conformed to the community standard.

Official development assistance, for its part, amounted to US$ 1,144,180,000 in 2011, compared to US$ 1,057,260,000 in 2010, for an increase of 8.22 per cent. This increase was due to a sustained effort on the part of the technical and financial partners (TFP) and improved data gathering by NGOs.

Assistance has increased steadily since 2000, the year in which Burkina Faso adopted the Strategic Anti-Poverty Framework, and this confirms the commitment of TFP to backing the country’s efforts to promote sustainable human development.

The year 2011 was marked in Burkina Faso by the final assessment of the implementation of the Paris Declaration on aid effectiveness. The conclusion was that progress had been achieved in terms of meeting the commitments undertaken at Paris and Accra in the matter of aid effectiveness.
Figure 5
ODA, 2002-2011 (millions of US$)


Figure 6
Leading imports, 2000-2010


2.2 Challenges confronting a landlocked country

Burkina Faso’s geographic location makes it a hub of regional corridors. Not only does its landlocked situation impose a mark-up on import and export costs, but distances from trade exit points are longer than average (approximately 1,000 km to an exit port). Consequently, transport costs are compounded by and very sensitive to any inefficiency in the transit chain (e.g. wait times at border crossings and logistic costs). Research conducted by the United Nations Economic Commission for Africa (ECA) has shown that on average, transport costs in landlocked countries like Burkina Faso represent 77 per cent of the value of their exports; this makes them less competitive and results in smaller international trade flows (ECA, 2010). Owing to the fact that the country is remote from the main world markets, better traffic management and lower cross-border trade costs are ongoing challenges.

In the domain of world trade, Burkina Faso is confronted with very heavy supplementary costs. Its import costs are higher than the average value for sub-Saharan Africa, and double those prevailing in the countries of the Organization for Economic Cooperation and Development (OECD). In that connection,
research has shown that Burkina Faso businessmen are compelled to pay a substantial percentage of 28 per cent on imports, compared to a world average of 6 per cent and an average of 10 per cent for sub-Saharan Africa. Similarly, export costs are among the highest in the world and wait times among the longest — far above the average values for OECD countries.

There are a number of factors that contribute to the high cost of transport in Burkina Faso, including:

— Trucking cartels and administrative formalities;
— Lack of competition in the road transport sector, which functions for all operators in accordance with a rotation system.

### 2.3 Actions undertaken under the Almaty Programme

Within Burkina Faso, most transport-related actions have been undertaken in the context of phase 2 of the Transport Sectoral Programme (PST2), which was launched in June 2000. Results to date have included:

- Maintenance of the entire classified system (15,271 km);
- Asphalting of 1,023 km of roads, representing an increase of over 50 per cent in the aggregate length of the country’s paved roads;
- Establishment of a road maintenance fund;
- Establishment of the National Road Safety Board;
- Introduction of axle load monitoring through weighing stations that have been established on the main roads;
- Establishment of the General Agency for Water Supply and Rural Facilities (AGETEER);
- Training for SMBs in the transport sector and carriers in the management of their activities;
- Enactment of umbrella legislation governing overland transport;
- Review of statutory instruments governing road vehicle checks with a view to reducing the number of checkpoints;
- Elimination of the practice of loading freight on a rotation basis;
- Stepped-up axle load checking on heavy trucks by ONASER, using mobile weighing equipment;
- Implementation, with support from technical and financial partners, of a special test programme known as PR1. The programme is designed to facilitate transport in the Tema-Ouagadougou-Bamako corridor;
- Construction of twin checkpoints at Cinkansé on the border between Togo and Burkina Faso;
- Establishment and operationalization of the Observatory on Abnormal Practices (OPA) on the road corridors;
- A study on the deregulation and liberalization of road transport in an exploratory framework on the possibility of eliminating road freight distribution quotas altogether.

These achievements notwithstanding, the sector continues to be subject to a number of constraints in the areas of cost control, competitiveness, road safety, service quality, overloading, and legislative and regulatory frameworks that are consistent with the requirements of competitiveness and economic efficiency.

In response to these challenges, a strategy for the transport sector for the period 2011-2025 was adopted in November 2011. The new strategy incorporates the main lines of emphasis set forth in the National Accelerated Growth and Sustainable Development Strategy (SCADD).

Moreover, Burkina Faso has concluded transit, port and road transport agreements with Benin, Côte d’Ivoire, Senegal and Togo. With Côte d’Ivoire, Burkina Faso has also entered into rail transport agreements.

In an effort to address the issue of road and transit difficulties, a number of national, subregional and regional initiatives have been devised in the framework of UEMOA and ECOWAS, concerning:

— Harmonization of axle load limits;
— Carriers’ licences and transit licence plates;
— Harmonization of road transport charges; the regional customs bond;
— The road transit customs declaration document;
– Motor vehicle insurance systems covering civil liability;
– The inter-State road transport convention; the convention on customs transit;
– The implementation of initiatives relating to ICT.

III. Fundamental transit policy issues

The implementation of transit policies has featured a number of actions and measures aimed at transit traffic facilitation and greater road traffic fluidity as a result of limitations on the number of fixed checkpoints on inter-State routes. Furthermore, the West Africa Regional Road Transit and Transport Facilitation Programme (PRFTTAO), ISRT and the tracking system have all been introduced.

The task of improving and rationalizing transport conditions in general is a further challenge. In that connection, the Burkina Faso Consignors Association (CBC) has sought to address the issue of gathering and disseminating real-time data on freight and transport management by developing: (i) a marine traffic tracking system featuring the Electronic Ship Cargo Tracking Note (ESCTN); (ii) a Road, Rail and Air Transport Management System (SYGESTRAN); and (iii) a Virtual Freight Market system.

The transit transport situation is shown in the table below. It is the outcome of the implementation of the West Africa Regional Road Transit and Transport Facilitation Programme (PRFTTAO). As will be seen, a number of indicators show significant improvement. However, much remains to be done before all the objectives will have been attained.
### Table 2

**Result indicators**

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<tr>
<td>Average transit time for imports carried in containers, from departure port of Tema to Ouagadougou: 20 per cent reduction</td>
<td>7 days</td>
<td>7 days</td>
<td>7 days</td>
<td>6.5 days</td>
<td>5.6 days</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Average transit time for imports carried in containers, from departure port of Tema to Bamako: 15 per cent reduction</td>
<td>15 days</td>
<td>7 days</td>
<td>7 days</td>
<td>7 days</td>
<td>12 days</td>
<td></td>
<td>DGD data</td>
</tr>
<tr>
<td>Change in transit time from departure port of Tema to Ouagadougou: 20 per cent reduction</td>
<td>3 days</td>
<td>3 days</td>
<td>3 days</td>
<td>3 days</td>
<td>2.4 days</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Change in transit time from departure port of Tema to Bamako: 20 per cent reduction</td>
<td>6 days</td>
<td>3 days</td>
<td>3 days</td>
<td>3 days</td>
<td>4.8 days</td>
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</table>

**Result indicators for individual components**

**Component I: Upgrading of regional infrastructure and mitigation of the impact of transit on the corridor**

(a) Percentage of road in good condition between Tema and Ouagadougou

50 per cent
50 per cent
50 per cent
100 per cent
80 per cent

(b) Percentage of road in good condition between Ouagadougou and Bamako

(section of corridor within Burkina Faso)
40 per cent

27 per cent
29 per cent
29 per cent
60 per cent

(section of corridor within Mali PR-I)

48.94 per cent
74.75 per cent
84.9 per cent

(c) Number of deaths

ND
10
21

Indicator difficult to interpret accurately

**Component II: Investments in the domain of transit and transport facilitation**

(a) Number of fixed customs control posts in Ghana, Burkina Faso and Mali (exclusive of border posts)

6/0/4
9/0/6
9/0/6
9/0/6
2/0/1
DGD data

(b) Border crossing time at Paga (Ghana/BF)

5 hours
5 hours
5 hours
4 hours 30 min
3 hours 45 min

(c) Border crossing time at Hèrèmakono (Mali/BF)

4 hours
30 min
ND
5 hours
3 hours

(d) Electronic transmission of transit documents collected by Ghanaian customs in quasi-real time to Burkina Faso and Malian customs

Not operational
Not operational
Not operational
Not operational
Operational

(e) Truck tracking system operational over entire length of corridor

Not operational
Operational (Tema-Paga)
Not operational (Dakola-Bamako)
Not operational (Dakola-Bamako)
Operational

**Source:** Ministry of Infrastructure.
In the matter of reforms aimed at overhauling the country’s institutional and legal frameworks relating to transit transport, the main achievements to date have been the establishment of the Transit Monitoring Bureau (BST), an arm of the Customs Directorate tasked with ensuring unimpeded traffic flow and the safety of goods in transit, and implementation of the West Africa Regional Road Transit and Transport Facilitation Programme (PRFTTAO), which is being funded by the World Bank.

As regards the establishment or strengthening of national trade and transport facilitation boards or committees, we may note that a national committee on trade facilitation (CNFE) has been established. CNFE is a subcommittee of the National Committee on the Monitoring and Implementation of WTO Agreements.

Bilateral, subregional and regional agreements aimed at upgrading transit have been concluded. The tripartite Ghana-Burkina Faso-Mali agreement on transit, the agreement with Togo concerning the opening of twin checkpoints at Cinkansé, and the piggybacking agreement with Niger are particularly noteworthy. The agreement with Mali has been blocked as a result of the current political crisis in that country. There are several new projects in preparation, including a proposed agreement with Côte d’Ivoire on computerization of international rail transport (IRT) and one with Ghana on e-transit. Under the Treaty of Friendship and Cooperation with Côte d’Ivoire, the authorities of the two countries have agreed to build a highway connecting their respective capitals (Yamoussoukro-Ouagadougou). Another project is an extension of the rail line to Niamey, the capital of Niger, while the aim of the SIKOBO (Sikasso-Korogo-Bobo) project is to make trade flows among those three cities more dynamic by building a system of connecting infrastructure.

Burkina Faso has made substantial efforts towards ratifying or adopting international conventions on improving transit transport and adopting the measures set forth therein. One of its most noteworthy accomplishments remains the Single Window (now a Directorate) for Import and Export Operations, enabling economic actors to complete all the formalities relating to import or export operations at the same location.

Striving to simplify and harmonize transit and trade regulations with a view to greater transparency, Burkina Faso now uses the single customs declaration (SCD) for customs clearance. Customs offices that are not computerized have forms similar to the SCD, the only difference being that they must be completed by hand.

In an effort to reduce the numbers of documents required for import and export operations, a software package designated SYLVIE (for Système de Liaison Virtuelle pour les opérations d’Importations et d’Exportations, i.e. virtual import and export operations liaison system) has been developed. SYLVIE is a platform incorporating all structures involved in import and export operations, and as such affords a means of collecting the documents electronically.

An important step in the direction of streamlined border controls and customs formalities in an effort to reduce wait times was taken with the establishment, under the auspices of UEMOA, of twin checkpoints at the border with Togo.

With a view to promoting the use of ICT and strengthening training programmes in the sector, a substantial effort to facilitate trade through computerization of the customs clearance procedure with the adoption of the AYSCUDA system is currently under way. At the present time, all Category I (Ouaga road post, Ouaga rail station, airport) and Category II (Bittou, Niangologo, Niadiogou Kantchari) posts have been computerized, including in particular the main border crossing points between Burkina Faso and Togo, Côte d’Ivoire and Ghana. The Transit function in the AYSCUDA system has also been computerized.

With a view to reducing the numbers of roadblocks, both scheduled and unscheduled, and unnecessary lineups at customs posts, a recent initiative has sought to eliminate road escorts and controls in the corridors by means of interconnections and satellite tracking. Another innovation has been analysis and review of the legal framework governing inter-State road transit (ISRT), especially customs bond requirements.

Greater private sector participation is encouraged through a formal mechanism for concerted action between the public and private sectors, known as the Government-private sector encounter. This mechanism has been established and is operational. In addition, there are occasional or ad hoc meetings between the personnel of agencies stationed at border posts and merchants or other transit or transport stakeholders.

IV. Infrastructure maintenance and extension

In recent years, Burkina Faso has made significant progress in extending its transport, transit, power and ICT infrastructures.
4.1 Transport

4.1.1 Road

Owing to the fact that Burkina Faso is landlocked, it has become a crossroads of regional corridors and a hub for West Africa. It fulfils this function for Mali, Niger and the northern part of Côte d’Ivoire.

Burkina Faso has endeavoured to overcome its landlocked situation and to take advantage of its central position. It has developed its connectivity — to be understood as linkage among its main population centres and the neighbouring capitals — via four land corridors, all competing with each other to offer alternative means of access to international ports. The main characteristics of these corridors are summarized in the table below.

Table 3

Condition of corridors

<table>
<thead>
<tr>
<th>Segment</th>
<th>Length (km)</th>
<th>Condition of road</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ouagadougou-Pô, Ghana border</td>
<td>164</td>
<td>100 per cent in good condition</td>
<td>Strengthening work has been carried out; completed in 2011</td>
</tr>
<tr>
<td>Ouagadougou-Koupéla, Togo border</td>
<td>286</td>
<td>47.6 per cent in good condition and 52.4 per cent in poor condition</td>
<td>Ouagadougou-Koupéla segment in good condition; Koupéla-Togo border segment in poor condition; rehabilitation work has been scheduled and will begin shortly.</td>
</tr>
<tr>
<td>Ouagadougou-Fada, Benin border</td>
<td>365</td>
<td>53.6 per cent in good condition and 46.4 per cent in moderately good condition</td>
<td>Ouagadougou-Koupéla, Koupéla-point 10/4 and Tindangou-Benin border in good condition; point 10/4-Fada and Fada-Tindangou segments in moderately good condition.</td>
</tr>
<tr>
<td>Ouagadougou-Bobo Dioulasso, Côte d’Ivoire border</td>
<td>505</td>
<td>Generally acceptable condition</td>
<td>Ouaga-Sakoinsé segment (52 km) and Boromo-Bobo Dioulasso segment (177.8 km) in good condition; Sakoinsé-Boromo segment (117.1 km) currently undergoing strengthening work aimed at upgrading its level of service; Bobo Dioulasso-Côte d’Ivoire border segment (154.3) in moderately good condition; periodic maintenance work scheduled for 2013 in order to upgrade the level of service.</td>
</tr>
</tbody>
</table>

Source: Ministry of Infrastructure.

Burkina Faso traders have a choice of five ports through which they can ship goods to and from world markets. These are, east to west, Cotonou, Lomé, Téma, Takoradi and Abidjan. International roads link Ouagadougou with all five; the mean distance is 1,050 km.

Table 4

Distances between Ouagadougou and the five ports

<table>
<thead>
<tr>
<th>Cotonou (Benin)</th>
<th>Lomé (Togo)</th>
<th>Téma (Ghana)</th>
<th>Takoradi (Ghana)</th>
<th>Abidjan (Côte d’Ivoire)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 022</td>
<td>1 020</td>
<td>1 057</td>
<td>999</td>
<td>1 174</td>
</tr>
</tbody>
</table>

Source: Transport and logistic costs for the Lomé-Ouagadougou corridor/Road Governance Reports and maps.google.com.gh.

Generally speaking, Burkina Faso possesses a road system with a total length of 61,367 km. Part of that system, 15,272 km in all, has been classified on the basis of administrative and technical criteria.

From a technical standpoint, the country has 3,371.5 km of asphalted roads and 11,900.5 km of earthen roads. Administratively, the classified road system comprises:

- 6,697 km of national highways linking Burkina Faso with neighbouring countries;
- 3,581 km of regional roads linking the various regions within Burkina Faso;
- 4,993 km of local roads linking towns with villages and villages with other villages.

The unclassified road network consists of approximately 46,000 km, of which 9,369 km are engineered roads and the remainder rural tracks.
Table 5
Overview of the road system, 2011

<table>
<thead>
<tr>
<th>Administrative classification</th>
<th>Technical classification</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>National highways</td>
<td>3 325.88</td>
<td>6 697.47</td>
</tr>
<tr>
<td>Regional roads</td>
<td>33.11</td>
<td>3 580.97</td>
</tr>
<tr>
<td>Local roads</td>
<td>12.50</td>
<td>4 993.13</td>
</tr>
<tr>
<td><strong>Total, classified roads</strong></td>
<td><strong>3 371.50</strong></td>
<td><strong>15 272.00</strong></td>
</tr>
<tr>
<td>Rural tracks</td>
<td></td>
<td>46 095.00</td>
</tr>
<tr>
<td><strong>Total, national road system</strong></td>
<td></td>
<td><strong>61 367.00</strong></td>
</tr>
</tbody>
</table>

Source: Ministry of Infrastructure.

Burkina Faso’s road system has been expanded and upgraded over the years. Its total length was 15,272 km in 2010, up from 9,500 km in 1998, and total asphalted road length increased by over 50% during that period. The table below shows growth in the asphalted road system during the period 1968-2012.

Table 6
Growth of the asphalted road system

<table>
<thead>
<tr>
<th>Years</th>
<th>Length (km)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1968-1978</td>
<td>645</td>
</tr>
<tr>
<td>1979-1989</td>
<td>1 474</td>
</tr>
<tr>
<td>1990-2000</td>
<td>2 220</td>
</tr>
<tr>
<td>2001-2012</td>
<td>3 372</td>
</tr>
</tbody>
</table>

Source: Ministry of Infrastructure.

In recent years, a number of measures and reforms have been introduced by the State of Burkina Faso with a view to upgrading road maintenance, including the establishment of a first-generation road maintenance fund designated FER-B. This innovation made it feasible to spend financial resource allocations over several fiscal years, and such allocations cannot be revoked, even if the State is encountering financial difficulties. A second-generation road maintenance fund was established in 2007, with the result that Burkina Faso now has a system for road maintenance funding. This has been a long stride towards efficient financing of the country’s road maintenance needs.

Despite these achievements, the task of upgrading road infrastructure in the several corridors remains a challenge. To address that challenge, funding for road strengthening work has been mobilized. The percentage funding provided by each of the several donor agencies is shown in the table below.

Table 7
Funding distribution, by donor agency

<table>
<thead>
<tr>
<th>Source of funding</th>
<th>Contribution 2003-2011 (per cent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>IDA</td>
<td>14.3</td>
</tr>
<tr>
<td>STATE</td>
<td>6.9</td>
</tr>
<tr>
<td>EDF</td>
<td>44.6</td>
</tr>
<tr>
<td>AfDB/ADF</td>
<td>18.0</td>
</tr>
<tr>
<td>WADB</td>
<td>8.6</td>
</tr>
<tr>
<td>IBRD</td>
<td>7.6</td>
</tr>
</tbody>
</table>

Source: Ministry of Infrastructure.
4.1.2 Rail

Burkina Faso has one transnational railway line, owned jointly with Côte d’Ivoire. The line has been managed as a public-private partnership since its concession to SITARAIL in 1995, following the merger of the two countries’ national railways. The railway connects the port of Abidjan with Ouagadougou, and constitutes a key transport route for bulk goods being shipped into Burkina Faso.

From 1995 to 2000, traffic growth was strong, with freight volume increasing from 450 tonne-kilometres to 700 million. The political upheavals that shook Côte d’Ivoire beginning in 2002 led to a spectacular collapse in SITARAIL’s traffic. Following the crisis, however, business gradually recovered, and since 2006 the railway has carried as much freight as it did in the early years of the century, or even more.

The railway line has become a strategic link that has brought about increases in trade, not only between Côte d’Ivoire and Burkina Faso, but also, increasingly, with Mali and Niger as well. Consequently, there was good reason to build dry ports at Ferkéssédougou and Bobo-Dioulasso and a container terminal at Ouagadougou, and to establish a SITARAIL office in Bamako and another, which is due to open shortly, in Niamey. In a word, railways are an essential aspect of Burkina Faso’s development.

4.1.3 Air

Burkina Faso is a minor player in air transport in West Africa, with fewer than 500,000 seats per year, all categories of traffic taken together. The country has two international airports, at Ouagadougou and Bobo Dioulasso, and its international air cargo and passenger traffic is heavily concentrated.

The country’s fleet of aircraft has been renewed at a rapid rate in recent years. Up-to-date aircraft accounted for 93 per cent of the total in 2007, up from 73 per cent in 2004, putting Burkina Faso in an average position in the region. At the present time, the national airline, Air Burkina, is partially owned by the Aga Khan Fund.

The domestic market remains undeveloped, and consequently is very small: in terms of seats per capita, Burkina Faso has the third-smallest domestic market in sub-Saharan Africa, after Mali and Côte d’Ivoire. There are approximately 1,500 departures a year from Ouagadougou. Moreover, air transport activity is currently stagnant owing in part to the collapse of the regional airlines in the early years of the present decade.

Air Burkina, which has passed the IATA Operational Safety Audit, is authorized to serve Europe. It operates flights to and from Paris-Orly and Marseilles. Regular destinations within Africa include Benin, Côte d’Ivoire, Gabon, Ghana, Mali, Niger, Senegal and Togo. The airline has a codeshare agreement with Air Mali.

Airline service to and from Burkina Faso is provided by other airlines besides Air Burkina, including Ethiopian Air Lines, Air France, Bruxelles Air Lines, Asky, Ghana Airways, Air Ivoire and others.

Table 8
Achievements and challenges in Burkina Faso’s infrastructure sectors

<table>
<thead>
<tr>
<th>Sector</th>
<th>Air transport</th>
<th>ICT</th>
<th>Power</th>
<th>Railways</th>
<th>Roads</th>
<th>Water and sanitation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Achievements</td>
<td>Aircraft fleet renewed rapidly in recent years and aircraft size aligned to a hub-and-spoke approach</td>
<td>Adoption of ICT promotion policy and sectoral strategy</td>
<td>Inception of new electricity law encouraging private sector participation</td>
<td>Good labour productivity, solid traffic volumes, and relatively competitive average tariffs. Recovery of traffic after Côte d’Ivoire crisis.</td>
<td>Good international connectivity. Adequate design of road network, given the level of traffic.</td>
<td>Progress in providing access to improved water and sanitation, particularly in urban areas. Successful public-private partnerships in the water utility. Water utility among the most efficient in Africa.</td>
</tr>
<tr>
<td>Challenges</td>
<td>Market thin and under-developed Very concentrated concentration slight. Market power</td>
<td>Limited electrification. Supply of power insufficient to satisfy demand. Costs are among the highest in Africa.</td>
<td>Financial distress of SITARAIL. Rebalancing financial structure of the railway concession. Finding alternative funding for rehabilitation backlog.</td>
<td>Limited access from rural farms to markets. High transport and transit costs owing to poor logistics. Ability to enforce control of axle loads, particularly at border crossings.</td>
<td>Sanitation MDG is off track. Lack of consistent data and standardized norms for monitoring progress in access. Improving provision in rural areas.</td>
<td></td>
</tr>
</tbody>
</table>

4.3 Power

The Government has introduced a series of reforms aimed at improved management of the energy sector. In particular, it enacted legislation regulating the energy subsector in 1998, 2005 and 2007, in all three cases with a view to promoting greater liberalization and encouraging private management. Furthermore, in February 2003, an Electrification Development Fund (FDE) was established, while on 20 November 2007, the Electricity Subsector Regulatory Authority (ARSE) was established pursuant to Law No. 027-2007/AN, an Act to regulate the electricity subsector in Burkina Faso.

Despite these reforms, the country’s power supply is still insufficient to meet the needs of industrial users and household consumption. This leads to outages and limited territorial coverage in terms of power supply. In Burkina Faso, annual per capita consumption of electricity is estimated at no more than 35 kWh, compared to 246 kWh in Cameroon, 246 kWh in Senegal and 173 kWh in Côte d’Ivoire (World Bank, 2006).

An econometric study covering the period 1960-2010 has demonstrated the importance of energy in Burkina Faso’s economic growth and the development process. Applying a causality analysis, that study showed that electrical energy consumption is one of the variables affecting economic growth, and in the case of Burkina Faso, it has had a negative impact: over the long term, a 1 per cent increase in electrical energy consumption by industrial firms produced a 0.04 per cent decline in economic growth. This finding, which may appear paradoxical, may be explained by the prohibitive rates per kWh that private sector enterprises must pay. By way of illustration, a study based on a survey of industrial and household users conducted by the World Bank in 2006 found that expenditure on electricity accounted for over 12 per cent of the acquisition costs of all inputs of industrial firms (World Bank, 2006). That study also found that 87 per cent of respondents regarded the price of electricity as very high. In the case of households (including the informal sector), on the other hand, a 1 per cent increase in electrical energy consumption resulted in a 0.1 per cent increase in economic growth. The explanation appears to be that an increase in the supply of power, expansion of coverage and greater accessibility are beneficial for the informal sector and households, fostering the development of small-scale industrial activities and final household consumption.

It appears from the findings of the study that the main challenges confronting Burkina Faso are as follows:

— Improving the power supply through diversification of the country’s sources of electricity;
— Making power accessible at lower cost, especially for industrial facilities, if the latter are to be competitive and make a greater contribution to economic growth;
— Pursuing and expanding promotional connections for the benefit of the general public.

4.4 Information and communication technologies

Compared with its peers, Burkina Faso’s GSM coverage is larger than in other low-income countries, while penetration is average. The coverage of the mobile network increased from 19 per cent of the population in 2001 to over 60 per cent in 2007. Mobile penetration increased from 5.3 users per 100 inhabitants in 2005 to 16.8 in 2007, and to 29 in 2009.

The Internet market has also expanded significantly. In 2005, the number of Internet users per 1,000 people was 0.187, and the international Internet bandwidth (bits per second per person) was 0.006; in 2007, these figures increased dramatically to 7.6 and 14.6 respectively.

Key institutional reforms are behind this progress. Liberalizing the market and opening to private capital have been instrumental. In the early 2000s the mobile market was monopolistic; by 2005 there were three operators in the market. The national operator, ONATEL, was privatized in 2006, when the Government sold a 51 per cent stake to Maroc Telecom.

Flows of private resources to the sector in the period 1992-1999 were minimal, at an annual average of $0.001 million, but with the improved investment climate, private participation increased sixfold between 2000 and 2008.

Charges for mobile and inter-Africa international calling are higher in Burkina Faso than in other African countries without a submarine cable. The high price of calls within Africa are partially due to the fact that international connectivity is still largely satellite-based, and the only indirect existing link through Côte d’Ivoire suffers from continuous instability and frequent outages. The international gateway is still monopolized by ONATEL. Internet charges remain relatively high (despite the fact that the price of a 20-hour Internet package dropped substantially between 2005 and 2006, from US$ 90 to US$ 75).
Countries such as Burkina Faso — with access to a submarine cable for which the international gateways remain under monopolistic control — do not experience full price reductions from increases in international connectivity.

With a view to providing greater ICT access, the Government has initiated a number of reforms, which have yielded perceptible progress, as outlined below.

— On 10 November 2004, an operationalization strategy for the national information and communication infrastructure development plan was adopted;

— On 5 March 2007, a letter on sectoral policy issued by the Ministry of Post and Information and Communication Technologies was adopted. The policy letter was accompanied by an action plan for its implementation during the period 2006-2010;

— The operators’ licences were renewed in 2010. Each of the three operators (ONATEL, TELECEL and AIRTEL) has a general licence for landline telephone, mobile telephone and Internet service, valid for a period of 10 years;

— Landline telephone service coverage is being steadily extended. By the end of December 2011, 481 towns and villages had telephone service, with a total of 141,529 subscribers;

— Mobile telephone service coverage is also being steadily extended. By 31 December 2011, the three operators had a total of 7,682,100 subscribers, for a net annual growth of 1,974,250, representing a 34.58 per cent increase since 2010. Mobile telephone density is currently 47.28 lines per 100 population, for an estimated total of 16,248,558 inhabitants;

— A sectoral policy document covering post and ICT over the period 2011-2015 was prepared and validated by sector stakeholders in March 2011.

Bilateral, subregional and regional agreements aimed at improving telecommunications and ICT have been concluded with the International Telecommunication Union (ITU) and the World Bank:

— Under the agreement with ITU, a Cybercafé for persons with a visual disability will be established, and support will be made available for the establishment of a cyber threat monitoring and action centre (2010);

— Under the agreement with the World Bank, which was signed in July 2011, a virtual landing point and an Internet exchange point will be established in Ouagadougou.

V. International trade and trade facilitation

5.1 Trade performance

Since the adoption of the Almaty Programme of Action, Burkina Faso has become further integrated into international trade. The country’s total trade volume (imports+exports) was 2,324.4 billion CFA francs in 2011, up from 629 billion CFA francs in 2003, an impressive increase of 269 per cent.

Both imports and exports have contributed to this growth. Total imports increased from 446.7 billion CFA francs in 2003 to 1,214 billion CFA francs in 2011, while the corresponding figures for exports were 182.5 billion CFA francs in 2011 and 1,110 billion CFA francs in 2011.

However, the structure of the country’s trade has not varied much since the implementation of the Programme. The leading imports are still petroleum products, industrial products and food products, while exports are still largely primary products that have undergone little or no processing. Before the implementation of the Almaty Programme of Action, exports consisted mainly of cotton and livestock products. At the present time, there are a number of new emergent products on the list, notably gold (which has been Burkina Faso’s leading export since 2009, having accounted for 76.7 per cent of all exports in that year), cashews, sesame seeds and shea seeds.

Since the implementation phase, the country has seen diversification of both its export and its import markets. The leading export destinations are European countries (Switzerland, France, Belgium, the Netherlands and the United Kingdom) and Asia (Singapore, Hong Kong, India, China, Vietnam and Dubai). Within Africa, most exports go to neighbouring countries: Mali, Niger, Senegal and Côte d’Ivoire.
5.2 Trade facilitation

A number of examples of good trade facilitation practices are summarized in the following paragraphs.

- Establishment of a national trade facilitation committee, the membership of which includes not only representatives from Government technical services and the private sector but also representatives from civil society. The committee works on all measures with a bearing on trade facilitation and harmonization, and, more generally, the reduction of trade costs;

- Construction of a multimodal dry port in the city of Bobo Dioulasso, and plans for another in the capital (Ouagadougou). These facilities are designed to help promote foreign trade by enhancing transit processing conditions, thereby serving the country’s economic interests;

- Opening of a single window for importing and exporting operations;

- Computerization of the customs administration;

- Automation of Burkina Faso’s customs administration by the introduction of the computerized customs clearance system known as AYSCUDA;

- Implementation of the facilitation measures of the World Customs Organization;

- Implementation of regional facilitation measures (the ECOWAS Inter-State Road Transit (ISRT) project);

- The UEMOA Customs Code;

- The Common External Tariff (CET);

- The Côte d’Ivoire-Burkina Faso International Rail Transit (IRT) project;

- Creation of a Customs Administration website.

In addition to good practices aimed at reducing the impact of Burkina Faso’s landlocked situation, a number of institutional measures have also been taken, including

- Restructuring the National Foreign Trade board (ONAC) into an Export Promotion Agency (APEX) with a view to focusing on the promotion of exports through implementation of the National Export Strategy (SNE) adopted in 2011.

As regards the structure of Burkina Faso’s foreign trade, we may note that the import coverage rate\(^1\) rose from 31.3 per cent in 2000 to 40.2 per cent in 2006, and then to 74.3 per cent in 2011. The mean value for the period as a whole was 41.6 per cent. After remaining at a low level for a long time, the import coverage rate has risen steeply in the past three years. A low rate is consistent with an adverse balance of trade, indicating an unbalanced foreign trade situation that drains the foreign-exchange reserves of the country in question.

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\(^1\) The coverage rate affords a means of comparing exports and imports, measured either in terms of value or in terms of volume, for an entire economy or for a specific sector. It is expressed as a percentage. The coverage rate = \(\frac{\text{exports}}{\text{imports}} \times 100\). If foreign trade is in balance, the coverage rate is 100 per cent, with exports equaling imports.
Burkina Faso became significantly more open to trade between 2000 and 2011: its trade openness\(^2\) went from 32.8 per cent in 2000 to 35.4 per cent in 2006, then rose further to 49.8 per cent in 2011. Undoubtedly the country is increasingly open to trade, but it remains imperfectly integrated into the world economy.

A dynamic analysis of Burkina Faso’s foreign trade shows that the country’s trade balance, while still negative, has improved markedly in recent years. Exports, primarily gold, rose substantially between 2000 and 2011, with earnings increasing from 146.4 billion CFA francs in 2000 to 1,041.2 billion in 2011. Imports, for their part, grew from 468.2 billion CFA francs in 2000 to 1,401.8 billion CFA francs in 2011.

The country’s export structure over that period was dominated by three main product groups: gold, cotton, and livestock products. In 2000, cotton exports accounted for 49.3 per cent of total exports, while livestock products accounted for 21.9 per cent and gold for 4 per cent. This export structure remained unchanged through 2008, but beginning in 2009 gold surged into the lead, accounting for 22.6 per cent of all exports in 2008, 42.3 per cent in 2009 and 72.3 per cent in 2011. Cotton, in contrast, accounted for only 12.8 per cent of all exports in 2011, after peaking at 33.1 per cent in 2008 and falling back to 22.8 per cent in 2009. Livestock products have also declined steadily, from 16 per cent in 2008 to 6.9 per cent in 2011.

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\(^2\) The ratio is calculated by means of the formula \((X+M)/GDP\).
Between 2000 and 2010, the bulk of Burkina Faso’s exports went to Europe, with smaller volumes going to Africa and Asia. In 2000, Europe was the destination for 67.3 per cent of all exports, compared to 19.1 per cent for Africa and 6.3 per cent for Asia. In 2010, despite some shrinkage between 2005 and 2009, exports to Europe accounted for 73 per cent of the total. The decline in the interim was offset by growing export flows to Africa (24 per cent) and Asia (6 per cent). This geoChart graph shows the country’s growing export trade with Africa, which reflects the effectiveness and efficiency of regional and subregional integration policies. The trend should be encouraged and strengthened, as it opens markets for products that have difficulty breaking into European or Asian countries.

An analysis of Burkina Faso’s imports, on the other hand, reveals that the structure remained unchanged during the period 2000-2010. In 2000, petroleum products accounted for 21.3 per cent of all imports, while food products accounted for 13.3 per cent, chemicals for 11.6 per cent, machinery and equipment for 8.95 per cent and transport equipment for 8.0 per cent. In 2010, petroleum products remained the leading import item, accounting for 20 per cent of the total.

The predominance of petroleum products is due mainly to the country’s landlocked situation, rising oil prices, and growing demand arising from industrial expansion and BPW.

Reduction of transport and trade costs

In 1997, WTO was formally notified that Burkina Faso had no subsidy programmes in force at all. In December 2009, that information was reaffirmed: the State provides no subsidies and no income or price supports in any form. However, tax preferences are available to approved firms participating in the export-oriented firms programme (firms that export at least 80 per cent of their total production) under the Investment Code. There are plans for the establishment of special economic zones that will enjoy comparative advantages in terms of trade.


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3 WTO documents G/SCM/N/3/BFA, G/SCM/N/16/BFA, G/SCM/N/25/BFA of 2 September 1997 and G/SCM/N/186/BFA of 14 December 2009.
In addition, in 2008 the Burkina Faso authorities, acting in response to a worldwide food crisis, temporarily suspended the collection of customs duties and/or VAT on a number of imported or domestic consumer products.

For imported goods, the main trade measure is still customs duties, which have remained unchanged ever since the adoption of the UEMOA Common External Tariff (CET) in 2000. The CET has led to a reduction in customs duties on agricultural products from 30 per cent in 2000 to 14.6 per cent ever since.

A major drive to develop and coordinate Burkina Faso’s national foreign trade strategies was launched in 2010. In that context, the authorities were able to update the action matrix set forth in the diagnostic trade integration study (DTIS) and to identify trade development projects to which priority should be given. Such projects fall into two categories. The first category comprises projects aimed at supporting regulation reform, such as lower import and export taxes, reform of the procedures required for international trade and investment, and action to strengthen bodies tasked with supporting and promoting international trade. The second category consists of high-priority infrastructure projects designed to facilitate trade, primarily in the areas of transport and energy.

VI. International support measures

The transport sector is a means of creating links with previously isolated regions and making trade more dynamic by facilitating the movement of agricultural, forestry and livestock products. Development of the transport sector is an essential precondition of poverty reduction.

Over the period 2003-2011, 12 funding agencies provided Burkina Faso with support and guidance for road construction projects, including both asphalted and earthen roads.

Figure 11
Contributions from donor agencies to funding for road infrastructure

The condition of the classified road network improved greatly between 1998 and 2008. Roads in good condition constituted 54 per cent of the total in 2008, up from 20 per cent in 1998, while roads in poor condition were only 13 per cent of the total in 2008, compared to 25 per cent in 2008. By 2011, however, a significant proportion (64 per cent) of the country’s road system was in only fair condition, owing to delays in periodic maintenance and the aging of some roads.

Routine maintenance of the classified road system has been markedly improved. Total length receiving routine maintenance, which is entirely State-funded, improved by a matter of 50 per cent and now extends to
the entire system (15,272 km). Periodic maintenance performance rates rose during the period 2001-2008, to 56 per cent in the case of asphalted roads and to 38 per cent for earthen roads. Periodic maintenance operations are funded jointly from national and foreign resources. The main financial partners for periodic maintenance operations over the period 2003-2012 are shown in figure 12 below.

Figure 12
Contributions from technical and financial partners to road maintenance

Source: Ministry of Infrastructure.

VII. Implementation and review

Burkina Faso has not instituted a specific mechanism to review the implementation of the Almaty Programme of Action. However, implementation measures are monitored in the context of the national development policy review system, in this case the tracking services of CSLP and SCADD. Within the individual sectors concerned, including transport, ICT, trade, energy, infrastructure and economic affairs, this function has been provided by the relevant authorities.

VIII. Emergent issues

Implementation of the Almaty Programme began a decade ago, and in the course of that decade, a number of issues have emerged which have had repercussions on the country’s socio-economic development prospects. Specifically, these concern subregional stability, climate change and the mining boom.

8.1 Subregional stability

The West African subregion has experienced various political crises during the period of implementation of the Almaty Programme of Action. These have included the following.

8.1.1 The crisis in Côte d’Ivoire

This crisis erupted in 2002 and continued until 2011. It was a post-electoral crisis triggered when the outcome of the presidential election was challenged. The economic fragility of West African States was abruptly revealed, considering the weight of Côte d’Ivoire in the subregional economy: that country represents approximately 13 per cent of the GDP of ECOWAS, just behind Nigeria.

Burkina Faso sustained human, economic and infrastructural fallout. Large numbers of Burkinabé citizens who had been living in Côte d’Ivoire returned. In view of the seriousness of the situation, the Government adopted emergency measures aimed at facilitating the return of its nationals in the form of “Operation Bayiri”. The total cost of the operational plan for the socio-economic rehabilitation of the returnees amounted to 17,089,893,637 CFA francs.
In economic terms, the crisis resulted in a reduction in the volume of remittances sent home by émigré workers and had an inflationary impact on a number of products imported from Côte d’Ivoire, mainly essential goods such as oils, food products and soap.

As regards infrastructure, the crisis led to deterioration of the roads of Burkina Faso because of the massive increase in traffic in the Ouagadougou-Abidjan corridor. The result was that the authorities had to make extensive repairs to National Highway No. 1 at a cost of over 10 billion CFA francs.

8.1.2 Socio-political crises within Burkina Faso

In the course of the period during which the implementation of the Programme has been proceeding, Burkina Faso has been affected by a series of socio-political crises, of which the most recent erupted in 2011: in the first half of that year, Burkina Faso experienced a particularly difficult crisis. It triggered a cycle of demands on the social front and resulted in loss of life, physical violence, property damage and adverse impacts on the national economy, including in particular job losses and business performance.

In terms of employment, the crisis caused job losses as a result of layoffs and a slowdown in economic activity during the period. In all, 4,501 individuals are said to have lost their jobs, 73.8 per cent of them having been temporarily laid off and 26.2 per cent having become definitively unemployed.

Business enterprises, for their part, were unable to pursue their activities as usual during this period. This situation led to declining production and reduced sales, higher input costs and higher prices for virtually all types of businesses in both the formal and informal sectors.

With respect to economic growth, the crisis is estimated to have resulted in a 0.73 per cent reduction in growth, equivalent to a shortfall of 32.6 billion CFA francs in GDP. The loss in terms of tax receipts is estimated at 3.4 billion CFA francs, while the poverty rate is estimated to have increased by 0.51 per cent.

8.1.3 The crisis in Mali

Since the first quarter of 2012, Mali has been in the grip of a socio-political crisis that is affecting the neighbouring countries, Burkina Faso in particular, with the arrival of over 22,000 refugees and their livestock in the northern part of the country and the Sahel. Their presence in the country has given rise to fears of tension. As the flow of migrants into Burkina Faso increases, it is becoming essential to establish an effective system of social safety nets for the benefit of vulnerable people.

In terms of food security, it seems likely that food requirements will increase as refugees continue to pour in. This is a particularly serious risk in view of the fact that the country’s grain production in 2011-2012 was marked by a shortfall of 31,649 tons.

Along with these humanitarian and economic consequences, there is the security issue, which remains a concern for the subregion.

8.2 The food crisis as a national phenomenon

Burkina Faso has been confronted with recurrent food crises, with grain supplies that are inadequate to meet the needs of its people, owing to adverse weather conditions. This situation places Burkina Faso among the lowest-income countries, which currently spend 50 per cent of their trading receipts to import food products. The corresponding percentage 30 years ago was half that figure. For the 2011-2012 crop year, the food situation was deemed unsatisfactory for all regions. Final figures for grain production in 2011-2012 revealed a 16 per cent decline from the 2010-2011 crop year, and production was 5.09 per cent short of the average level for the past five years. In terms of tonnage, the gross total for the 2011-2012 crop year was marked by a shortfall estimated at 31,649 tons. Some 146 towns and villages have been recognized as being at risk of food insecurity. Furthermore, the 2012 household economic survey revealed that over 2,500,000 people and much of the country’s livestock would be in a precarious situation in terms of their food supply and nutritional status before the lean season. The situation has been aggravated by the massive influx of Malian refugees and their livestock into Burkina Faso.

In an effort to address these recurrent food crises, a distribution and sale programme under which improved seed and fertilizer were made available at subsidized prices was organized during the 2008-2009 and 2009-2010 crop years. In 2008-2009, over 7,000 tons of seed were distributed.

In addition, with a view to enhancing food availability, what was termed “Operation bondofa” was initiated, under which 2 billion CFA francs were spent to produce 50,000 tons of high-yielding maize. Over and above these measures, the Government has prepared and adopted an operational intervention plan aimed at coping with prospective food shortages, at an estimated cost of approximately 750 billion CFA francs. In this
connection, it is noteworthy that in October 2011, the Government allocated 6 billion CFA francs to buy grain for the benefit of vulnerable people.

8.3 Climate change

Like all other countries, Burkina Faso has been hard hit by the adverse impact of climate change. The country is highly vulnerable to climate change, owing to the fact that it has only very limited resources at its disposal to meet the challenges of development and unfavourable weather conditions. During approximately the past three decades, weather events that were formerly exceptional have become more frequent, including sandstorms, invasions of locusts, and floods. The flooding that affected the capital, Ouagadougou, on 1 September 2009 caused loss of life and extensive economic damage affecting approximately 150,000 people. To deal with the situation, Burkina Faso needed over 70 billion CFA francs. In view of the scale of the disaster and the limited resources available, the Government launched a national and international solidarity campaign.

Productivity losses resulting from climate change will aggravate the food crises that are already a recurrent phenomenon in Burkina Faso. Adaptation options include the introduction of improved methods and technology designed to enhance the resilience of the country’s farming systems in response to the new situation. Measures adopted to date have included:

- Development of heat-resistant and/or water-stress-resistant varieties;
- Development of water resource management methods (rivers, pools, storage ponds, ground water and the like) for agricultural purposes;
- Development of irrigated crops and crop diversification and intensification;
- Adoption of rational soil fertility management methods and the like.

These adaptation methods have been identified in the framework of successive National Adaptation Action Programmes (PANA).

8.4 The mining boom

Burkina Faso is blessed with substantial quantities of diverse mineral resources. Exploratory geological and mining activities conducted by the Burkina Faso Bureau of Mines and Geology (BUMIGEB) have found numerous indications of ore bodies, including deposits of gold, manganese, zinc, copper, phosphate, dolomitic limestone, cement rock, kaolin and granite.

In order to facilitate the development of these resources, the Government has implemented major reforms in the mining sector. A mining policy declaration was issued in 1996, announcing the liberalization of the sector, and this was followed in 1997 by a Mining Code. In 2006, the Code was revised to make mining operations even more attractive. These reforms have caused a rush of domestic and foreign investors into gold mining, with total investments during the period 2007-2011 estimated at 630.8 billion CFA francs.

By 2011, 855 licences and permits had been issued, including:

- 605 exploration licences;
- 10 industrial operating licences;
- 16 licences for semi-mechanized operations;
- 176 permits for traditional hand mining operations;
- 47 permits to operate quarries;
- 1 prospecting permit.

Gold production in Burkina Faso had seldom exceeded one ton per year (the average figure was 0.95 ton/year between 2000 and 2007), but it has grown exponentially since the opening of industrialized mining operations. Industrial mining began in October 2007 with SOMITA. Subsequently, six more industrial mining companies have begun production: the Burkina Mining Company, SEMAFO-BF and KALSAKA MINING in 2008, SMBSA and ESSAKANE SA in 2010, and STREMCO SA in 2011.

Other minerals have proved less glamorous than gold: future zinc, copper and manganese mines are not yet operational. An industrial manganese mine did begin operations in Tuy Province in 2009, but subsequently

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suspended its activities, partly because of a fall in the price of manganese and partly because the ore body proved less rich than anticipated (42 per cent).

The mining sector, then, consists essentially of gold mining. Gold production has quintupled in three years, from 4.5 tons in 2008 to 23.1 tons in 2010. In 2011, gold production was 32.2 tons and manganese production 47.7 tons. As a result of this growth, mining exports have come to account for a significantly greater proportion of total exports. By 2009, gold had displaced cotton as the country’s leading export. Gold, which had averaged 3.2 per cent of total exports between 2000 and 2007, accounted for 42.3 per cent of all exports in 2009, and for 73.8 per cent in 2011.

Figure 13
Gold production and export earnings, 2000-2011

Future prospects for mine production look promising in view of continuing high world prices for precious metals and Burkina Faso’s abundant resources. Construction work on a manganese mine at Tambao is due to begin shortly; the mine will be the largest in West Africa, with reserves of over 20 million tonnes of manganese. In addition, other mines that are currently under construction will soon go into production⁵, proving that Burkina Faso is rightly known as a “mining country”.

In order to ensure that its mineral resources were soundly managed, Burkina Faso decided in 2008 to join the Extractive Industries Transparency Initiative (EITI).

EITI is a world-wide initiative aimed at promoting better governance in resource-rich countries through the publication and verification of all payments by extractive industry firms and all Government revenues from oil, gas and mining activities. It is an international standard of good governance in the extractive industry sector.

Burkina Faso obtained “candidate country” status on 15 May 2009, and an initial EITI report covering the years 2008 and 2009 was published in May 2011. In the light of the audit report, published on 1 September 2011, the EITI Board acknowledged that Burkina Faso had made significant progress in implementing EITI and agreed, to the country’s request, to extend its candidacy for another 18 months (i.e. until 25 April 2013). During that time, Burkina Faso will submit a Validation procedure showing its compliance with the 2011 edition of the EITI Rules, including in particular Requirement 5 on the regular, timely publication of reports.

IX. Future prospects

Burkina Faso’s trade prospects are outlined in the Industry, Trade and Crafts Sector Policy (POSICA). The objective of that policy is to meet the challenge of diversifying the country’s economy through a dynamic, competitive private sector that generates jobs and income. Specifically, the tasks at hand are to:

⁵ BISSA Gold in Bam Province (gold), Nantou Mining in Sanguié Province (zinc).
— Develop a critical mass of competitive industries oriented towards the processing of domestic raw materials and making use of emergent technologies;
— Promote profitable industries in order to enhance Burkina Faso’s domestic and foreign trade potential;
— Develop the crafts sector;
— Create an environment conducive to the emergence of a dynamic private sector;
— Strengthen the institutional and organizational capacities of MICA.

These objectives will be attained through five programmes devoted to industry, trade, crafts, the private sector, and guidance and support for the services provided by MICA.

The Government will seek to promote growth centres through a series of actions, including:
— Establishment of institutional instruments aimed at improving management and the business climate in the area of the Bagré growth centre project;
— Development of other growth centres in mining and hydro-agricultural areas;
— Continued development of growth centres in mining and hydro-agricultural areas;
— Enactment of legislation on public-private partnerships (PPPs);
— Development of a PPP project programme.

In the domain of supporting infrastructure development (transport, ICT, power, supporting institutions), the Government proposes to undertake the following measures and actions:
— Adoption of two executive orders, one dealing with the conditions regulating entry to the transport business and the other dealing with advisory structures in the transport sector;
— Establishment of physical and virtual freight markets in a framework of liberalized access to road freight haulage;
— Adoption of new rules for the distribution of road freight in a framework of liberalized access to road freight haulage;
— Continued revision of the Burkina Road Maintenance Fund (FER-B);
— Establishment of a second-generation road maintenance fund;
— Award of multi-year contracts for routine maintenance of the road system;
— Creation of basic telecom/ICT infrastructure in six provincial capitals;
— Final testing of the pilot version of SYLVIE;
— Establishment of the Burkinabé Standards, Metrology and Quality Agency (ABNMQ).

The Government will also seek to promote the mining sector through the following measures:
— Adoption of the new Mining Code;
— Adoption of the implementing regulations for the new Mining Code;
— Further work on integrated projects associated with the Tambao mine.

Conclusion

During the period 2003-2012, the Almaty Programme of Action was implemented in Burkina Faso in a framework of national socio-economic development benchmark initiatives, including in particular the Strategic Anti-Poverty Framework (CSLP 2003-2010), and its successor, the Accelerated Growth and Sustainable Development Strategy (SCADD 2011-2015).

The implementation of the Programme of Action through these benchmark initiatives has contributed to improvements, not only in macroeconomic indicators, but also in indicators pointing to a changing social welfare situation. The combined efforts of the Burkina Faso authorities and their technical and financial partners have resulted, in the domain of transport, in enhanced connectivity through the Abidjan, Lomé, Tema, Takoradi and Cotonou corridors. With a view to facilitating its imports and exports, Burkina Faso has signed transit, port and road agreements with Benin, Côte d’Ivoire, Senegal and Togo, and railway agreements specifically with Côte d’Ivoire. Over and above these bilateral agreements, the country has acceded to the West
Africa Regional Road Transit and Transport Facilitation Programme (PRFTTAO), which has produced tangible effects in freight transit service quality, especially in terms of costs and time.

Furthermore, the Almaty Programme of Action has been implemented in Burkina Faso in a context of recurrent international economic and financial crises, shortages of food products and electrical power, and a national socio-political crisis. Yet despite the adverse impacts of these crises on the country’s economic and social fabric, the implementation of the Almaty Programme of Action may be said to have yielded satisfactory outcomes, especially in the transport, foreign trade and communication subsectors.

We may note at this point that those outcomes could have been more adequately capitalized if the States concerned had made good on their commitments under the Almaty Programme of Action. Consequently, it is essential for the United Nations to undertake a communication and awareness programme and advocate vigorously on behalf of successful implementation of the Programme and other initiatives currently under way or in prospect.

Successful implementation of the priorities set forth in the Almaty Programme of Action with a view to mitigating the effects of the situation of landlocked countries requires a continual effort by development partners, as regards trade assistance in particular, in order to build trade-related productive capacities and infrastructure.

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## Annex

### Burkina Faso’s trade (millions of CFA francs)

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