

# OTHER EXPERIENCES OF CBP IN AFRICA, ASIA AND LATIN AMERICA

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# Experience of the *Programme Nationale de Gestion de Terroirs (PNGT2)* in Burkina Faso

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## Introduction

In promoting sustainable economic and social development from the mid 1980s, the Burkinabe government has promoted strategies and approaches that are participatory and decentralised. The implementation of these approaches has been supported by a political and legal environment that favours the adoption of appropriate legal instruments. In regional/land management, the law 014/ADP of 23/05/1996 and the associated decree 96-208/PRES of 30/06/1996 have introduced land reform and land tenure reform in Burkina Faso. In terms of good governance, the government has, since 1997, undertaken to define and implement a legislative system which encourages the emergence and growth of civil society in the conception and implementation of development policy. The decentralisation process since 1998 has involved the transfer of roles, functions and resources from the state to other actors. In rural areas, the process is still in its early stages.

The implementation of these different regulations and laws has required improvement in the management of all actors to ensure appropriate coordination and synergy of delivery. Over the last fifteen years there has been increasing coordination between agencies that are external to the village with rural communities, based on pressure from the state and its bilateral and multilateral partners. This has

given rise to a diversity of approaches.

It is in this context that the government adopted the policy on Decentralised Rural Development, as part of its strategy to promote the capacity of communities to take local action, and to integrate the different programmes and projects that are promoting poverty reduction and improved quality of life in rural areas.

The implementation of this approach has been based on the establishment of the structures outlined in Table 1.

## The experience of the second *Programme National de Gestion des Terroirs*

From 1986 Burkina has been developing the use of an approach called *Gestion de Terroirs* (participatory land management<sup>1</sup>). From 1991 the approach was widened with the first phase of the National Programme for "Gestion de Terroirs" from 1992-1996. The approach is based on the participation and handing over of responsibility to rural communities for managing their area. The approach is multisectoral, multidisciplinary and flexible and based at village level.

Burkina is only now developing a system of local

<sup>1</sup> This is actually a difficult term to translate – it also has the sense of participatory management of local areas.

**Table 1: Levels and roles of government in Burkina**

Level	Structures	Roles
National	National Team for Coordination of Rural development Partners	- Promote an overall strategy of decentralised rural development - Ensure learning from experiences in the field - Implement a M&E system with agreed performance and impact indicators
Region	Regional Council	- Defines development approaches for the region in accordance with national policy - Harmonise the different development plans from within the region
Province	Provincial Technical Coordination Team	- Harmonise the approaches of different agencies in the province - Support communities in the development of their development plans - Promote coordination at all levels - Capture and disseminate learnings from experience - Establish priorities for investment at the level of the province in relation to the region
Village	Commission Villageoises de Gestion des Terroirs (CVGT)	- Coordination and lead on development actions at local level - Manage funds effectively - Mobilise funds needed to implement its programmes - Plan development at local level, both in terms of time and space - Act as the interface between different development partners

government, which should come into place with communes established in 2005. Meanwhile it has a well-developed system of legally recognised community structures called Village Committees for Area Management (CVGT). These can receive funds, and manage development in their area. Some are as small as 1,000 people. According to legislation the CVGTs have a general assembly composed of all members of the community, an executive committee, specialised subcommittees depending on need, a subcommittee responsible for monitoring, and one on land issues (which is generally mainly elders and traditional authorities). There is not a fixed number of men/women on the committees, but for example in Dour Yarcé there were two women on the executive, and this rises in some places to four or five, including some Chairpersons.

PNGT works in all 45 provinces, in some cases through coordination agreements with other donors. At regional level there is a Consultative Council for Development (CCRD) which coordinates regional services of government departments, promotes government policies, and ensures coordination amongst services.

In all PNGT2 has a budget of US\$ 114 million. 12% of the budget is for training of local communities, 48% for the local development funds, 26% for technical support, 4% for promoting secure land rights, 11% on programme management.

### PNGT approach

Some of the components of the programme include:

- Establishment of the CVGTs (over 2000);
- Provision of technical support for the CVGTs, partly by the private sector or NGOs;
- Support for development of local development plans by CVGTs;
- Provision of local development funds to CVGTs based on the plans, linked with a system of credit for productive investments;
- Efforts to ensure coordination of actors at different levels
- Preparing for decentralisation.

The major elements are shown in Table 2.

The participatory diagnosis is undertaken by a multidisciplinary team and local people, using the accelerated method for participatory research (MARF). After the situation analysis, the team identifies the constraints, difficulties, key problems of the community and also the potential of the area, covering social, cultural, environmental and economic issues. This is not a sectoral but a holistic approach to development.

Major efforts are made to coordinate the activities of different agencies with and between communities. It is essential that actions identified are taken forward quickly to implement what is planned.

The CVGTs make their own choices as to the projects they would like funded, while having to make a local contribution in cash and in kind. They develop their community plans, and manage the projects which are implemented through them.

At the level above the CVGT (called a province, which

**Table 2: Elements of village land management approach**

Elements	Tools and approach
Information/sensitisation	- Use of media including drama, radio and press - Focus group meetings
Joint analysis (identification of problems, opportunities, and research into solutions)	- MARP PRA tools (mapping, transect, wealth ranking, direct observation, Venn diagrammes, flows , etc
Planning of activities in time and space and elaboration of a Village Development Plan	- MARP tools, maps, focus groups
Organisation and skills development to implement the plan	- in situ training, study visits, action-research, experimentation with management of works, etc
Action-research	- Tests at small scale
Mobilisation of finance	- Development of partnerships - Development of negotiation skills - Promotion of local savings
Implementation of village micro-projects	- Technical and management training - Promotion of specific working groups - M&E
M&E	- Obligation to account to the wider community - Field visits to projects

will become the level of local government, through a Commune), there is a technical coordination framework between government and NGOs who have a role in relation to investments that need to be approved at higher levels, and in M&E.

Box 1 gives a case study from Dour Yarce village, near Tendogogo.

**Results**

PNGT1 covered 8 provinces of the country, including 486 villages, or around 150 000 people<sup>2</sup>. The main investments which resulted included:

- Social and economic infrastructure (roads, schools, dispensaries, dams..)
- Land management in the villages (stone bunds..)
- Support for agricultural production
- Support for management of classified forests

At the end of PNGT1, a study was undertaken of impacts on communities<sup>3</sup>, also using participatory method-

**Box 1: The CVGT of Dour Yarce**

Dour Yarce is a village where agriculture is the predominant economic activity. The people are Morse, with some Peulh, and total 1133 inhabitants. They were helped under PNGT1 and now 2. They did not have a CVGT during PNGT1, when the programme worked with farmers' groups.

The CVGT was established in December 2002. A plan for "Gestion de Terroir" was developed, covering 5 years. The main problems identified were water and they now have two wells and a small dam. Food security is also a problem, and other interventions planned were for stone lines, composting and other soil conservation activities.

They have a map of the CVGT, which is embroidered on cloth. This shows no school, with the nearest 8 km away, and the nearest clinic 12 km away. They have a literacy centre. In the rainy season the main village is inaccessible due to the flooding of the river, confining them to the village. Generally children are on holiday during this period, they cannot access markets and women use stores of dried and leaf vegetables as foodstuffs. They have to use traditional healers during this period.

The contribution in cash and kind from the community is 29% of the total planned spend of 4.6 million CFA. Generally the community contribution is 20%, including contributions in kind.

The CVGT has two general assemblies per year and the committee meets monthly. Subcommittees have been established of the CVGT to address particular tasks, including one for agriculture, livestock, education, environment, health, domestic water, land and M&E. Ten members of the committee have had a 5-day training on procurement.

<sup>2</sup> A village in Burkinabe legislation must have a minimum of 100 inhabitants or 20 family units. The average for villages covered by PNGT is 300 people.

<sup>3</sup> This included only a sample of 40 or so villages out of 486, but those chosen were amongst the most impoverished in terms of food supply during PNGT1.

A map of Dour Yarce being shown by members of the CVGT



A group of villagers from Dour Yarce village presenting their plan to a group of visitors from different African countries, including Ian Goldman, Hans Binswanger from World Bank and Jean-Paul Sawdogo, PNGT.



Photos: David Vannier, World Bank

ologies (MARP), including wealth ranking. Five years later this showed that the situation in terms of food security of vulnerable households, with 73% of beneficiaries estimating that they had improved their production, and 80% their food security. In terms of impact on natural resources, the main impacts were improved soil fertility, increased vegetation cover, increased biodiversity and increased yields.<sup>4</sup>

<sup>4</sup> It should be noted that rainfall was plentiful during this period, which explains why the results are particularly good.

Participatory management of classified forests is in itself also a real revolution.

There were also significant impacts on local capacities, through training and study visits. New village organisations were created, and there was an improvement in decision-making. National government is referring to the CVGTs as a conduit for resources to support local development. More and more, where CVGTs exist they are becoming the key institutions for development actors, local and national government.

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