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Report No: PAD4174

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EUR 150 MILLION
(US\$175 MILLION EQUIVALENT)

AND A

PROPOSED GRANT

IN THE AMOUNT OF SDR 124 MILLION
(US\$175 MILLION EQUIVALENT)

TO

BURKINA FASO

FOR THE

EMERGENCY LOCAL DEVELOPMENT AND RESILIENCE PROJECT

December 2, 2020

Transport Global Practice
Western and Central Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective October 31, 2020)

Currency Unit = CFA Franc (CFAF)

CFAF 561.8 = US\$1

SDR 0.70839591 = US\$1

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

ACBP	Africa Climate Business Plan
ACLED	Armed Conflict Location and Event Data
ANEVE	National Agency of Environmental Assessment (<i>Agence Nationale des Evaluations Environnementales</i>)
ANPTIC	National Agency in Charge of the Promotion of ICT
ASCE-LC	Higher Authority for State Control and the Fight Against Corruption (<i>Autorité Supérieure de Contrôle de l'Etat et de Lutte contre la Corruption</i>)
BCEAO	Central Bank (<i>Banque Centrale des Etats de l'Afrique de l'Ouest</i>)
BDA	Bagré Development Authority (<i>Maîtrise d'Ouvrage de Bagré</i>)
COS	Strategic Orientation Council (<i>Conseil d'Orientation Stratégique</i>)
CPF	Country Partnership Framework
DA	Designated Account
DFIL	Disbursement and Financial Information Letter
DGDT	General Directorate of Territorial Development (<i>Direction Générale du Développement Territorial</i>)
DMP	Procurement Department (<i>Direction des Marchés Publics</i>)
ESF	Environmental and Social Framework
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESRS	Environmental and Social Review Summary
ESS	Environmental and Social Standards
EU	European Union
FCV	Fragility, Conflict and Violence
FM	Financial Management
GBV	Gender-based Violence
GEMS	Geo-enabling Initiative for Monitoring and Supervision
GHG	Greenhouse Gas
GRM	Grievance Redress Mechanism
ICT	Information and Communications Technology
IDA	International Development Association
IDP	Internally displaced Person
IFR	Interim Financial Report
IPF	Investment Project Financing
LMP	Labor Management Procedure
MAP	Priority Action Matrix (<i>Matrice d'Actions Prioritaires</i>)
MINEFID	Ministry of Economy, Finance and Development (<i>Ministère de l'Economie des Finances et du Développement</i>)
MoU	Memorandum of Understanding
NGO	Non-governmental Organization
O&M	Operation and Maintenance
PA	Project Account

PAD	Project Appraisal Document
PADEL	Program for the Development of Local Economy (<i>Programme d'Appui pour le Développement de l'Economie Locale</i>)
PDO	Project Development Objective
PFM	Public Financial Management
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PPBA	Prevention and Peace Building Assessment
PRA	Prevention and Resilience Allocation
PRSS	Health Services Reinforcement Project
PUS-BF	Burkina Faso Emergency Program for the Sahel (<i>Programme d'Urgence pour le Sahel</i>)
RAP	Resettlement Action Plan
RC	Review Committee (<i>Comité de Revue</i>)
RP	Resettlement Plan
RRA	Risk and Resilience Assessment
SDR	Special Drawing Rights
SEA	Sexual Exploitation and Abuse
SEP	Stakeholder Engagement Plan
SGBV	Sexual and Gender-based Violence
SH	Sexual Harassment
SME	Small and Medium Enterprise
SMP	Security Management Plan
SRA	Security Risk Assessment
SRHR	Sexual and Reproductive Health and Rights
STEP	Systematic Tracking of Exchanges in Procurement
THIMO+	High-Intensity Labor-Intensive Improvement Works
ToR	Terms of Reference
TPM	Third Party monitoring
US\$	United States Dollar
USR	Unified Social Registry
UN	United Nations
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
WB	World Bank
WBG	World Bank Group
WURI	West Africa Unique Identification for Regional Integration and Inclusion Project



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name		
Burkina Faso	Burkina Faso Emergency Local Development and Resilience Project		
Project ID	Financing Instrument	Environmental and Social Risk Classification	Process
P175382	Investment Project Financing	High	Urgent Need or Capacity Constraints (FCC)

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	[<input checked="" type="checkbox"/>] Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	[<input checked="" type="checkbox"/>] Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	[<input type="checkbox"/>] Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	[<input type="checkbox"/>] Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	[<input checked="" type="checkbox"/>] Conflict
<input type="checkbox"/> Deferred Drawdown	[<input checked="" type="checkbox"/>] Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	[<input checked="" type="checkbox"/>] Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
15-Dec-2020	31-Dec-2025

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The proposed PDO is to improve inclusive access of communities (including Internally Displaced Persons ("IDP")) to critical infrastructure and essential social services in Selected Areas.



Components

Component Name	Cost (US\$, millions)
Improved access to basic social services	130.00
Improve Physical and Virtual Connectivity and Urban Resilience	120.00
Community Level Economic Recovery and Empowerment	80.00
Community Engagement and Project Management	20.00
Contingent Emergency Response Component ("CERC")	0.00

Organizations

Borrower: BURKINA FASO
 Implementing Agency: Directorate in charge of Territorial Development

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	350.00
Total Financing	350.00
of which IBRD/IDA	350.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	350.00
IDA Credit	175.00
IDA Grant	175.00

IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount



Burkina Faso	175.00	175.00	0.00	350.00
National PBA	175.00	175.00	0.00	350.00
Total	175.00	175.00	0.00	350.00

INSTITUTIONAL DATA

Practice Area (Lead)

Transport

Contributing Practice Areas

Education, Health, Nutrition & Population, Social Protection & Jobs, Urban, Resilience and Land

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● Substantial
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● High
7. Environment and Social	● High
8. Stakeholders	● Substantial
9. Other	● High
10. Overall	● High



COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[] Yes [✓] No

Does the project require any waivers of Bank policies?

[] Yes [✓] No

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank's due diligence assessment of the Project's potential environmental and social risks and impacts, please refer to the Project's Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

**Schedule 2 Section I.A.2**

The Recipient shall, no later than three (3) months after the Effective Date, establish and thereafter operate and maintain until the completion of the Project, a committee (the Technical Committee), with terms of reference and staffing satisfactory to the Association, including: (a) chaired by the DGDT representative and include, inter alia, representatives of: (i) the Ministry in charge of infrastructure; (ii) the Ministry in charge of health; (iii) the Ministry in charge of education; (iv) the Ministry in charge of social action; and (v) the Ministry in charge of local government and decentralization; and (vi) the Association of Municipalities of Burkina Faso (AMBF) and (b) being responsible for: (i) the technical oversight of the Project; (ii) ensuring coherence and that the implementation of the Project is in line with the objective of the Project; (iii) monitoring Annual Work Plans and Budgets, and (iv) reviewing implementation progress and advising on any adjustments needed to ensure effective implementation.

Sections and Description**Schedule 2 Section I.A.3.(b)**

The Recipient through DGDT shall:

- (i) not later than one (1) months after the Effective Date, recruit and appoint the senior accountant, the accountant, and internal auditor, senior development specialist, senior environmental specialist, a gender-based violence specialist, security officer, senior procurement specialist, referred to in sub-paragraph (i) of this paragraph.
- (ii) not later than one (1) months after the Effective Date, recruit and appoint an external auditor on the basis of terms of reference, qualifications and experience acceptable to the Association.
- (iii) no later than two (2) months after the Effective Date, The Recipient has hired for each Regional Antennas a: (i) social and environmental specialist, and (iii) procurement specialist each with qualifications, integrity, experience and terms of reference satisfactory to the Association.
- (iv) not later than one (1) months after the Effective Date, enter into an agreement with ASCE-LC in form and substance satisfactory to the Association for the purposes of carrying out bi-annual audits of the Project.

Conditions

Type	Description
Effectiveness	<p>ARTICLE V 5.01.(a)</p> <p>The Project Implementation Manual with adequate FM Accounting policies and procedures has been adopted in form and substance satisfactory to the Association;</p>
Effectiveness	<p>ARTICLE V 5.01.(b)</p> <p>The environmental and social management framework, the resettlement policy framework, the labor management procedures, the project grievance redress mechanism, the security management plan, and the gender-based violence action plan, have been adopted and publicized in the Recipient's territory and on the Association's website, all in form and substance satisfactory to the Association; and</p>



Type	Description
Disbursement	<p>Schedule 2, Section III, B, 1(b)</p> <p>Notwithstanding the provisions of Schedule 2, Section III, A, no withdrawal shall be made(b) under Category (2), until and unless the Association has received evidence satisfactory that Recipient has prepared and adopted the Cash Transfer Manual in form and substance satisfactory to the Association;</p>
Disbursement	<p>Schedule 2, Section III, B, 1 (c)</p> <p>Notwithstanding the provisions of Schedule 2, Section III, A, no withdrawal shall be made under Category (3), until and unless the Association has received evidence satisfactory that: (i) the Subsidiary Agreement has been duly executed, authorized or ratified by the Recipient and Bagrepôle, and is legally binding upon the Recipient and Bagrepôle in accordance with its terms; and (ii) that the Recipient, through Bagrepôle, has prepared and adopted the Bagre Implementation Manual in form and substance satisfactory to the Association</p>

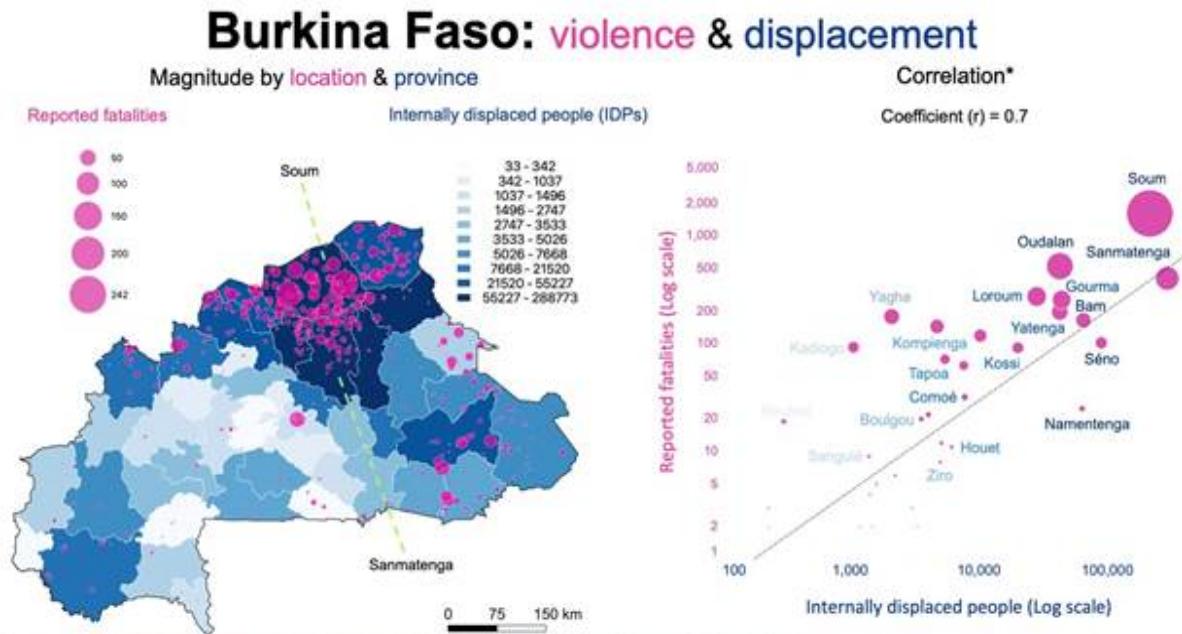


I. STRATEGIC CONTEXT

A. Country Context

1. Burkina Faso is a low-income, landlocked and fragile country in the Sahel region facing a three-fold crisis: security, humanitarian, and Coronavirus disease (COVID-19). Security challenges have increased dramatically since early 2019, with armed extremist group attacks, non-state domestic actors and old antagonisms leading to conflicts between local communities. Active combat is underway between: (i) non-state armed groups motivated by violent extremism; (ii) local self-defense militias; (iii) national security and defense forces; and (iv) international military actors (notably French troops) deployed to stabilize the broader Sahel region. Six of the thirteen regions of the country are under a state of emergency. As of early February 2020, 2,410 schools were closed due to insecurity, affecting about 318,000 students. At the same time, nearly 1.5 million people were projected to lack access to health care in 2020 because of the closure of every tenth facility; another 12 percent offered only limited services. In the first half of 2020, the spiral of violence further accelerated, with 1,685 reported fatalities, compared to 2,219 in 2019. As a result, Burkina Faso is now experiencing one of the world's fastest-growing internally-displaced persons (IDP) crisis. The number of IDPs has increased 20-fold from 50,000 in January 2019 to nearly 1.05 million on November 10, 2020.¹ IDPs are in nearly all provinces and 22 percent of them live with host families, putting already poor populations under additional stress (Figure 1). Government spending for social services is also constrained by rising security spending needs.

Figure 1. Violence and Displacement in Burkina Faso²



¹ Source: Burkina Faso National Emergency Relief and Rehabilitation Committee (CONASUR) report of November 10, 2020.

² Source: Analysis of Armed Conflict Location and Event Data (ACLED), CONASUR, United Nations High Commissioner for Refugees (UNHCR), and United Nations Office for the Coordination of Humanitarian Affairs (OCHA) data by Jose Luengo-Cabrera. Link: https://twitter.com/j_luengocabrera/status/1299970754646245376?s=21.

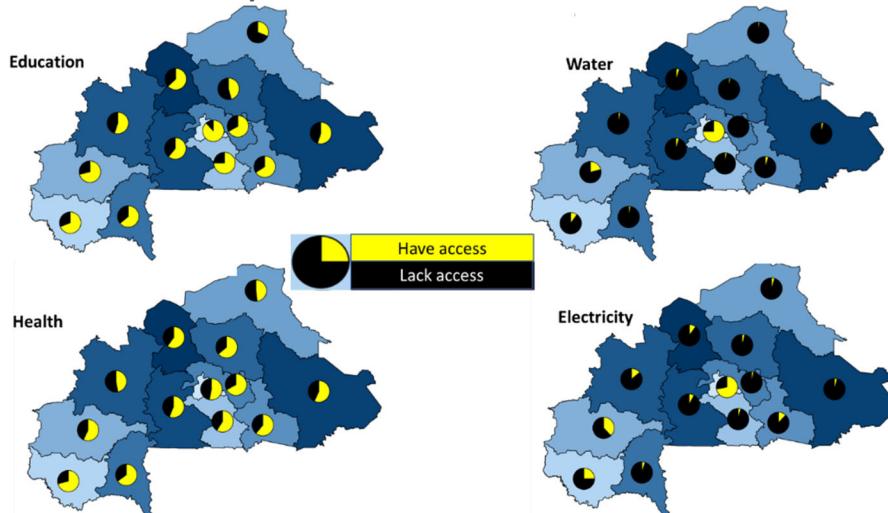


2. Burkina Faso was among the first countries in Sub-Saharan Africa to be hit by the COVID-19 pandemic, but the Government took early and decisive action to contain and mitigate the spread of the virus. These measures were gradually lifted as the spread of the virus slowed. The first case was officially confirmed on March 14, 2020 and by March 21, 2020 the first two deaths were registered. As of November 10, 2020, there were 2,586 confirmed cases of COVID-19 and 67 deaths.³

3. The economic outlook has deteriorated sharply, especially in view of the global effects of the COVID-19 pandemic and the heightened security situation. As a result, the 2020 growth forecast was revised downward by 4 percentage points to just 2 percent in 2020. The security crisis is starting to weigh on economic activity and has put pressure on the budget. The global COVID-19 outbreak is further worsening the short-term outlook for Burkina Faso, given the country's limited preparedness and weak health system. Inflation is projected to rise above 2 percent in the medium term, as security threats and the COVID-19 pandemic constrain agricultural activity, thereby resulting in higher food prices. Burkina Faso's economic growth and revenue depends largely on the production levels and global prices of cotton and gold. Forecasts of the current account deficit are rising as gold and cotton production and exports are disrupted, and remittances and tourism decline.

4. The economic downturn and deteriorating security situation are increasing poverty and worsening social conditions. Poverty remains widespread. In 2019, two out of five Burkinabè, equivalent to 8.5 million people, lived under the national poverty line, with 90 percent residing in rural areas (Figure 2). Among this latter group, more than half do not meet basic nutritional and non-food needs, compared to 13 percent among the urban population. The COVID-19-induced downturn is reducing recent poverty reduction gains and further decline is expected in the medium term.

Figure 2. Spatial Distribution of Poverty and Access to Basic Social Services



Source: World Bank staff analysis using the Burkina Faso 2018/19 household survey.

5. According to the World Bank 2020 Sahel Risk and Resilience Assessment (RRA), inequality and exclusion of certain groups and regions of the country in relation to access to political power and governance, land, water and extractive resources are the main factors of conflict in the Sahel in general, and in Burkina Faso in particular. Unequal and limited access to basic services, justice and security reinforces these main conflict factors. The

³ According to the situation reports from the Ministry of Health.



violence and unrest in the country is a result of contestation from the populations in four key areas, as described below

6. Political power and governance: governmental decision-making and systems are centralized and influenced by a select few elites. There are four major limitations in enabling an effective state presence at the local level: (i) limited application of the decentralization framework with most responsibilities still in Ouagadougou; (ii) limited human, material, and institutional capacity at the lower levels; (iii) weak financial viability (transfers not received, local taxes poorly collected); and (iv) weak participation by women in local affairs.⁴ Elites benefit from links to the central decision-makers to access economic opportunities: predatory practices around land rights are an important concern and source of fragility in Burkina Faso. The inflow and extended presence of displaced people has also put additional pressures on intermediate cities and towns, many in the drought zone, that have weak local economies and high unemployment.

7. Tensions related to land, water, and extractive resources are expected to increase due to climate change and population growth. A combination of factors is heightening inter-communal tensions, particularly between farmer and herder communities. The Government and donor development programs have been focused on high agricultural potential zones, such as the western regions of the country at the expense of low-density and pastoral zones, such as the Est and Sahel regions. There are mounting grievances concerning the lack of investment in pastoralist activities, such as vaccination parks, cattle water points, and routes for seasonal migration. Commercial agriculture, which favored mass acquisition of arable lands, creates a risk of expropriation from locals and vulnerable populations, as well as speculation. This practice has created conflict between rural farmers and agribusiness developers.

8. The distribution of basic services (such as health, education and access to clean water) and critical infrastructure (such as transport and energy) shows significant inequality (Figure 2). Urban centers, where the elites live, have most services. Rural areas generally have a limited offer of education, health, drinking water, electricity, and specialized services for survivors of gender-based violence (GBV). For example, vast parts of the Sahel and Est regions, where conflict is most prevalence, lack public primary schooling and the Est and Cascades regions have fewer health centers than other parts of the country.⁵ Where there is education and health, the quality is inferior to that of urban areas. Urban infrastructure availability, whether solid waste collection, rainwater drainage systems, access to improved sanitation, or digital connectivity are limited at best in many areas.⁶ Public latrines in schools, health centers and public places in urban and rural areas are insufficient, often poorly built and maintained, and lack permanent handwashing facilities. This unequal territorial distribution of basic services is exacerbated by rapid urbanization and continued population growth. Inequality in service delivery does not have a direct relationship with violence, but it affects the State's legitimacy and its ability to mediate conflict.

9. Justice and security: the defense and security forces of the country are having difficulties making their presence felt across the territory, and the justice system is perceived as favoring the elite. Therefore, communities living in rural and remote areas often use their own traditional or religious justice system. Self-defense militias, created in rural areas to fill security gaps left by the lack of State security provision, have

⁴ The central government controls most state resources and 88 percent of public finances are managed in the capital where 52 percent of civil servants reside.

⁵ More broadly, only 61 percent of the 11,500 villages in Burkina Faso have a primary school, whether public or private.

⁶ Nationally, only 20 percent of the population has access to basic infrastructures; the rate is 38 percent in urban areas.



contributed to a rise in violence. Security incidents in Burkina Faso include indiscriminate attacks against civilians and against the defense and security forces; looting and property destruction; as well as kidnappings and targeted assassinations.

10. Climate change events, including an increased frequency of droughts and floods, have exposed key socioeconomic and development sectors to greater vulnerability, especially agriculture and livestock — but also infrastructure. Climate change affects rural areas through lower soil productivity and reduced access to drinking water, disproportionately affecting vulnerable populations of low-income farmers and livestock herders. The risk of natural hazards (including limited and unreliable rainfall, increased frequency of droughts and floods) has increased, exposing key economic and social development sectors to greater vulnerability. It is estimated that 34 percent of the country's land area (more than 9 million hectares of arable land) has already been degraded due to climate change and desertification.⁷ Climate change projections indicate an increase in average temperatures of 0.8°C by 2025 and 1.7°C by 2050, with a reduction in rainfall of 3.4 percent by 2025 and 7.3 percent by 2050. The implied reduction in water availability and further land degradation will further decrease productivity in the country's socioeconomic sectors.⁸ Flooding has increased in recent decades. Floods are associated with heavy rainfall events during the rainy season, and have a destructive impact on infrastructure including transport, makeshift housing, and crops. They also result in an increase in waterborne diseases.

11. There is profound inequality between Burkinabè women and men. The country ranks 182 of 189 countries on the inequality index between the sexes (United Nations Development Program, UNDP, 2019). The index measures three important aspects of human development, including reproductive health, empowerment, and economic status. Women are systematically disadvantaged in the education system and the labor market, experiencing relatively more difficulties in accessing land and owning productive assets. Burkina Faso's fertility rate is among the highest in the world, in part because 52 percent of girls are married before the age of 18 and 25 percent of girls aged 15-19 bear at least one child. A result of deeply rooted inequality, GBV is pervasive and socially entrenched. Violence and conflict affect women and men differently because men comprise most of the combatants during a conflict and are more likely to die from the direct effects of violence. Women are impacted by constant insecurity, heightened risks of GBV, including of sexual exploitation and abuse (SEA), and a lack of basic resources. IDPs are overwhelmingly (84 percent) women and children.⁹

12. The current conflict in the Sahel has created a “Situation of Urgent Need of Assistance” for Burkina Faso, which has resulted in emergency actions from humanitarian, security, peace and development actors to support the country from falling into instability. The strategy is based on the *Pathways for Peace Report* developed jointly by the World Bank and the United Nations (UN).¹⁰ The focus is on preventing conflict in a sustainable, inclusive and collective manner in order to save lives and greatly reduce the costs associated with the crisis rather than managing and responding to the crisis. Efforts will focus on preventing the outbreak, escalation, recurrence and/or continuation of conflict. The proposed emergency project is one among several operations financed by the World Bank to address the drivers of fragility, mainly horizontal inequality and exclusion. The project is therefore prepared under World Bank Investment Project Financing (IPF) Policy, paragraph 12 with condensed procedures.

⁷ Review of Current and Planned Adaptation Action in Burkina Faso, CARISSA Working Paper #17. IDRC, 2016.

⁸ Burkina Faso National Adaptation Program of Action (NAPA), Ministry of Environment, November 2007.

URL: https://www.adaptation-undp.org/sites/default/files/downloads/burkina_faso_napa.pdf and Burkina Faso National Climate Change Adaptation Plan (NAP), Ministry of Environment and Fishery Resources, May 2015.

URL: https://un-page.org/files/public/pna_version_version_finaletransmission.pdf

⁹ According to OXFAM.

¹⁰ Sahel Regional RRA (P170410), World Bank, 2020.



B. Sectoral and Institutional Context

Sectoral Context

13. **Education provision in conflict- and insecurity-affected areas remains a significant challenge and has direct consequences on human capital accumulation.** Schools continue to be the primary target of attacks and threats by non-state armed groups, creating significant constraints to school attendance, particularly among girls, causing infrastructure damage and shortage of learning materials, and leading to an exodus of qualified teachers. As of March 2020, more than 2,500 primary, lower secondary, and upper secondary schools had closed, forcing around 350,000 students (among whom 46 percent were girls) and about 11,000 teachers out of schools, resulting in significant loss of instructional time. The main reasons for these closures were terrorist threats (62 percent), armed attacks (33 percent), and occupations by IDPs (3 percent). In addition, more than 600 schools nationwide were damaged mainly due to terrorist acts and strong winds. Primary education records the largest share (98 percent) of school closures, and subsequently the largest share of affected students (83 percent). While the education sector continues to address the most-pressing COVID-19 driven school closures nationwide and subsequently plans to reopen schools, insecurity-led school closures need to be tackled. Around 55 percent of IDPs are estimated to be young children aged 0-14 years with expected significant consequences on their schooling and learning. This massive inflow of new students to the host communities is placing tremendous pressure on already overcrowded facilities with adverse effects on access and quality. The latest available data point to a re-enrollment rate of nine percent of the total population of students who have dropped out of school due to insecurity.

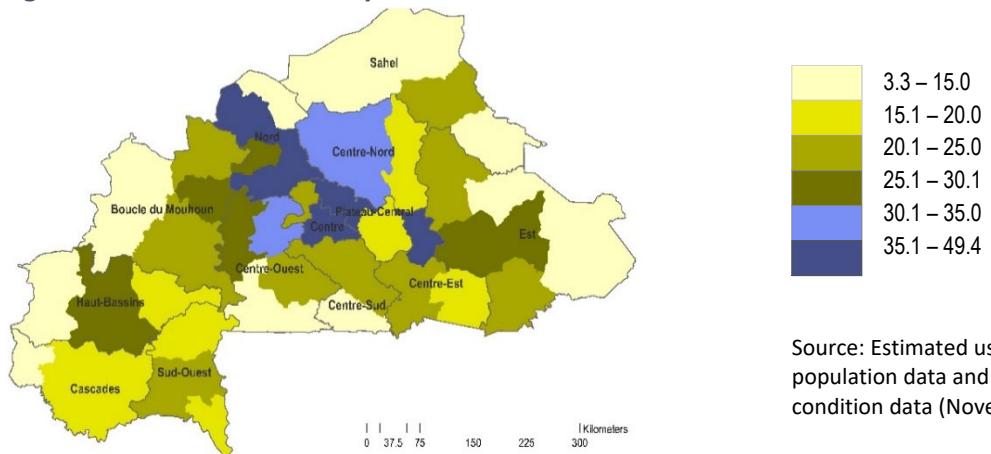
14. **The security and COVID-19 crises have negatively impacted health service delivery and demand.** By end of June 2020, 108 health facilities had been closed and 189 were functioning at minimum capacity. An estimated 1.3 million persons do not have access to quality family health care, of which 85 percent are women and children. The Global Financing Facility estimates that, following COVID-19, child and maternal mortality could increase by 17 percent over 12 months. The Government has responded by developing a resilience strategy and implementation plan, a package of essential health and nutrition services including attention for GBV, as well as a plan to continue essential service delivery. The fiscal impact of the crises, however, puts at risk the sustainability of the Government's free healthcare policy ("*la Gratuité*"). Introduced in 2016, the policy aimed to reduce financial barriers to services for pregnant women and children under the age of five by making them free of charge to users. *Gratuité* is contemporaneous with an increase of annual average health system contacts per child from 1.7 (2015) to 3 (2017). It was broadened in July 2020 to include free family planning services. However, *Gratuité* has arrears of FCFA 10 billion (approximately US\$18.2 million) and will be unable to provide additional support for IDPs and vulnerable populations. The Government faces difficulties in providing additional support for IDPs and vulnerable populations despite the urgent needs but has developed resilience plans for both sectors related to insecurity and COVID-19.

15. **Access to all-season roads shows disparities, with lower access in peripheral and conflict-affected areas.**¹¹ Less than 20 percent of the population has access to an all-season road (Rural Access Index; Figure 3). The Sahel region is most affected in percentage terms, while the Boucle du Mouhoun, Est and Haut-Bassins regions are in population terms (1.35 million people at least in each region). Poor connectivity limits food security, economic opportunities, and state presence which may contribute to violence.

¹¹ Burkina Faso ASA Roads to Schools and Health Services. World Bank. Forthcoming.



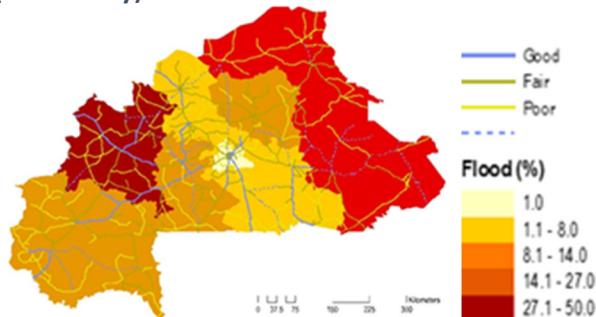
Figure 3. Rural Access Index by Province



Source: Estimated using World Pop (2020) population data and available road network condition data (November 2019).

16. Climate change has exposed key socio economic and development sectors to greater vulnerability, especially agriculture and livestock but also infrastructure, through the increased frequency of droughts and floods. Burkina Faso has three climate areas, the Sahel area in the North, the north-Sudanese area in the center, and the south-Sudanese area in the South-West, whose boundaries have moved south due to climate change.¹² Since 1975, mean annual temperatures and extreme temperatures have increased across the country. Rainfall trends have been variable with an overall decline between 1950 and mid-1980, followed by an increase during 1990s, and again a decrease in 2000s.¹³ This trend has increased the risk of natural hazards (limited and unreliable rainfall, increased frequency of droughts and floods) has exposed key economic and social development sectors to greater vulnerability, especially agriculture and livestock. Climate change projections indicate a continued reduction in water availability, further land degradation, leading to decreased productivity in the country's socio-economic sectors.¹⁴ Climate change is impacting rural areas, affecting disproportionately the vulnerable population of low-income farmers and livestock herders, due to lower soil productivity and access to drinking water. Between 1991 and 2009, Burkina Faso experienced 11 major floods, which have destroyed economic infrastructure, dwellings, crops, livestock, and increased waterborne diseases. The flood risk is high in certain regions of the country (Figure 4).

Figure 4. Flood Risk by District (% territory)



Source: Burkina Faso "Roads to Schools and Health Facilities" analytical task (P171763).

¹² Second National Communication of Burkina Faso on Climate Change; Ministry of Environment and Sustainable Development; September 2014. URL: <https://unfccc.int/sites/default/files/resource/bfanc2engl.pdf>

¹³ Review of Current and Planned Adaptation Action in Burkina Faso; CARIAC Working Paper #17; IDRC; 2016.

¹⁴ Burkina Faso National Adaptation Program of Action (NAPA), Ministry of Environment; November 2007.

URL: https://www.adaptation-undp.org/sites/default/files/downloads/burkina_faso_napa.pdf



Institutional Context

17. In 2017, the Government of Burkina Faso adopted the Emergency Program for the Sahel in Burkina Faso (*Programme d'urgence pour le Sahel au Burkina Faso, PUS-BF*) to respond to the security crisis in the Sahel and the Nord, the two regions most affected by conflicts. The program is aimed at improving the security conditions in these two regions and reducing the vulnerability of affected populations in a move toward sustainable development. However, the security crisis spilled over into four additional regions of the country (Est, Boucle du Mouhoun, Centre-Est and Centre-NordError! Reference source not found.) and Government extended the PUS-BF to the additional regions in June 2019. Based on the lessons learned from the initial implementation of the program, the Government decided to first focus on the short-term immediate response to recover from the security crisis, and the medium-term prevention and building resilience of the population. The government strategy offers a dynamic typology of zones, to which a differentiated approach is applied to conflict risk mitigation. The “unstable zones” are the areas of departure of the displaced people and/or areas of violence where the priority is essentially security and safety, the return of the State's presence and the resilience of populations and territories. The “pressure zones” are areas hosting displaced persons, where priority is given to humanitarian emergencies, particularly support to IDPs and local development issues. Finally, the “prevention zones” are the areas in which emphasis should be placed on preventive actions to consolidate social cohesion and the resilience of public institutions and the population through more positive state presence.

18. In 2019, the Government of Burkina Faso, with the support of the African Development Bank, the European Commission, the UN and the World Bank, conducted the Prevention and Peace Building Assessment (PPBA) to inform the activities of the PUS-BF. The first phase of the PPBA process supported the development of a Priority Action Matrix (*Matrice d'Actions Prioritaires, MAP*) to prevent the escalation of violence and conflict, and to ensure that external financing is well-coordinated among donors, with coordination across security, humanitarian, and development actors. The MAP is organized around activities meant to strengthen (i) the security and justice systems; (ii) the management of the humanitarian and social crisis; (iii) the State's presence; and (iv) the consolidation of the foundation for social cohesion and resilience of the populations and territories. The MAP was prepared for 106 communes in six regions affected by the conflict. The estimated amount of MAP funding needs is US\$420 million. The World Bank's financing will cover certain needs in coordination with other donors' financing (e.g. European Union (EU) on security and development). The MAP is the basis for much of the proposed project activities.

19. The PUS-BF is overseen by the Strategic Orientation Council (*Conseil d'orientation stratégique; COS*), chaired by the Prime Minister and including all the members of the Government involved in the implementation of the program. The periodic Government-Donors meeting is the consultation platform between the donor financing the PUS-BF and the Government. The General Directorate of Territorial Development (*Direction Générale du Développement Territorial, DGDT*) of the Ministry of Economy, Finance and Development *Ministère de l'Economie des Finances et du Développement, MINEFID*) coordinates the activities of the PUS-BF among actors such as donors, local governments and sectoral ministries. There are regional and provincial coordination mechanisms to support PUS-BF implementation. The DGDT also implements the Local Economic Development Program (*Programme d'Appui pour le Développement de l'Economie Locale, PADEL*), which is the Government's approach to reduce poverty and inequality through access to economic opportunities.



C. Relevance to Higher Level Objectives

20. **The proposed project is aligned with Government's priorities expressed in the MAP, the PUS-BF, and key strategies.** The project focuses on priority area 2 "Optimizing the management of humanitarian and social emergencies"; priority area 3 "Strengthening the presence of the State"; and priority area 4 "Consolidating the foundations of social cohesion and the resilience of populations and territories" of the Emergency Program for the Sahel. The project is expected to operationalize the key recommendations of the strategy for the prevention and management of conflict and violence of Burkina Faso under preparation. Finally, it will support activities of the program for the development of the local economy (PADEL) - an initiative of the Government meant to: (i) reduce infrastructural gaps at inter-regional and intra-regional levels by supplying modern power services and basic socio-economic infrastructure to the populations, communities and very small and micro-enterprises; (ii) build dynamic, prosperous and inclusive local economies; (iii) contribute to job creation; and (iv) fight against poverty by generating additional wealth. PADEL is in its second phase of implementation. The interventions are also consistent with resilience strategies in the education and health sectors, as well as the 2020-2024 National Gender Strategy.

Table 1. Alignment of the Proposed Project with the PRA

Conflict Driver	Associated PRA Government Strategic Objective	Contribution of the Proposed Project
Crisis of confidence vis-à-vis the State and the judiciary, and insufficient ability of the State to ensure the security of all citizens and the protection of their assets.	Promoting peace and security	Support to peace and security is provided by other donors with a mandate to do so, including the EU and some bilateral donors. Within the PUS-BF framework, the proposed project will coordinate with those donors to ensure alignment with progress and development on the peace and security front.
Low resilience of institutions and populations in unstable areas, areas under pressure, and prevention areas.	Building resilience in unstable areas, areas under pressure, and prevention areas.	The proposed project will contribute to reinforcing resilience in prevention, under-pressure and safe heavens of unstable zones by addressing the needs of IDPs and host communities and improving service delivery — especially by the communes in those areas.
Weak capacity of the State and local authorities to strengthen resilience and social cohesion through local governance and the provision of basic services.	Strengthening inclusive governance and the delivery of essential services.	The project's contribution to this objective will consist of supporting local governments in promoting citizen engagement, strengthening social cohesion and reinforcing the resilience of basic services.
Increased competition for natural resources and insufficiently inclusive management of them.	Reinforcing inclusive management of land and natural and extractive resources.	The project will not directly support this objective, to which other projects in the portfolio will contribute. However, it is expected that more effective communes will be able to better regulate access to resources in their competencies.

21. **Burkina Faso is potentially eligible for the International Development Association (IDA) 19 Prevention and Resilience Allocation (PRA).** The conflict risk mitigation strategy that the Burkinabe Government has adopted as part of the PRA eligibility process focuses on four strategic objectives to: (1) promote peace and security; (2) reinforce resilience in prevention, under-pressure and unstable zones; (3) reinforce inclusive governance and basic



service delivery; and (4) enable inclusive management of land, natural and extractive resources. If eligibility is confirmed, the PRA will provide US\$700 million in addition to the country's performance-based allocation. To confirm eligibility, in December 2020, an Eligibility Note is submitted to the Board of the World Bank Group with a government strategy that describes the concrete steps that the country will take to reduce the risks of conflict or violence. Countries that are eligible to the PRA recalibrate their full IDA country program to focus principally and directly on de-escalating the conflict and violence through development interventions. This means that all operations in the portfolio should contribute to help the Government better address conflict and violence risks and the underlying drivers of conflict. The proposed project fully supports both the second and third PRA objectives (**Table 1**).

22. **The proposed project supports the first and second pillars of engagement to “prevent violent conflict and interpersonal violence” and “remain engaged during crisis situations and active conflicts” of the World Bank Group (WBG) Strategy for Fragility, Conflict and Violence (FCV) (2020-2025).** The Strategy was approved by the Board on February 25, 2020 and seeks to address risks and grievances early on. It also seeks to build and strengthen sources of resilience before tensions turn into crisis, while also protecting essential institutions and delivering critical services, such as health and education. The project focuses on three of the six priority issues of the World Bank’s FCV Strategy, including: (i) investing in human capital; (ii) creating jobs and economic opportunities; and (iii) building the resilience and preparedness of communities, including the ability to manage climate change and environmental degradation.

23. **The project contributes to the objectives of the Africa Climate Business Plan (ACBP), which aims to raise awareness and accelerate resource mobilization for priority climate resilient and low-carbon emission initiatives in Africa.¹⁵** The project will finance both climate adaptation and low-carbon emissions activities, such as flood protection measures; climate-informed engineering design of rural roads, and the use of renewable energy for social and economic services, among others.

24. **The proposed project is aligned with the COVID-19 Approach Paper (June 2020) and the portfolio has been reprogrammed to provide support to the national response.** As such, it will support *saving lives* by incorporate protocols and mechanisms to reduce COVID-19 risks. The response to the COVID-19 pandemic has involved both a reprogramming of future operations and a restructuring of the existing portfolio, taking into account three priorities: (i) protecting lives through rapid additional support to help the health system respond to the pandemic; (ii) protecting livelihoods with a focus on food insecurity, ensuring water service continuity, social protection, job protection (by supporting Small and Medium Enterprises (SMEs), and continuity of education through emergency components and restructuring of existing projects; and (iii) protecting the future by helping to assess and mitigate the socioeconomic impact of the pandemic through the use of emergency budget support to mitigate the fiscal impact, as well as continued support to reforms, maintaining social service delivery, and strengthening of support for SMEs and jobs during the recovery phase. The priorities of the COVID-19 response have been consistent with the objectives of the PRA. Regardless of the sector, conflict and at-risk areas have been covered by each priority, with attention to vulnerable groups. Given the global pandemic that complicates project supervision (in addition to security challenges), pragmatism will be critical in project design and implementation.

25. **The project is closely aligned with the World Bank Gender Strategy for 2016-2023 and its strategic objectives,** notably improving human endowments, increasing economic opportunities, and enhancing women's voice and agency and engaging men and boys. Project activities across several sectors will support women and

¹⁵ <https://www.worldbank.org/en/programs/africa-climate-business-plan/reports>.



girls' empowerment (including in health, education, social protection and jobs, transport, water and sanitation, and governance). Activities will involve men and boys as key agents for gender equality. Boys and men will also be equal beneficiaries of certain interventions where the needs of both genders are equally important — also with a view to not increasing tensions within households and communities. Interventions will target short-term relief and longer-term resilience and human capital building, while prioritizing the most pressing issues in the current context (such as GBV and Sexual and Reproductive Health and Rights [SRHR]), as well as what can be realistically achieved in an emergency context.¹⁶

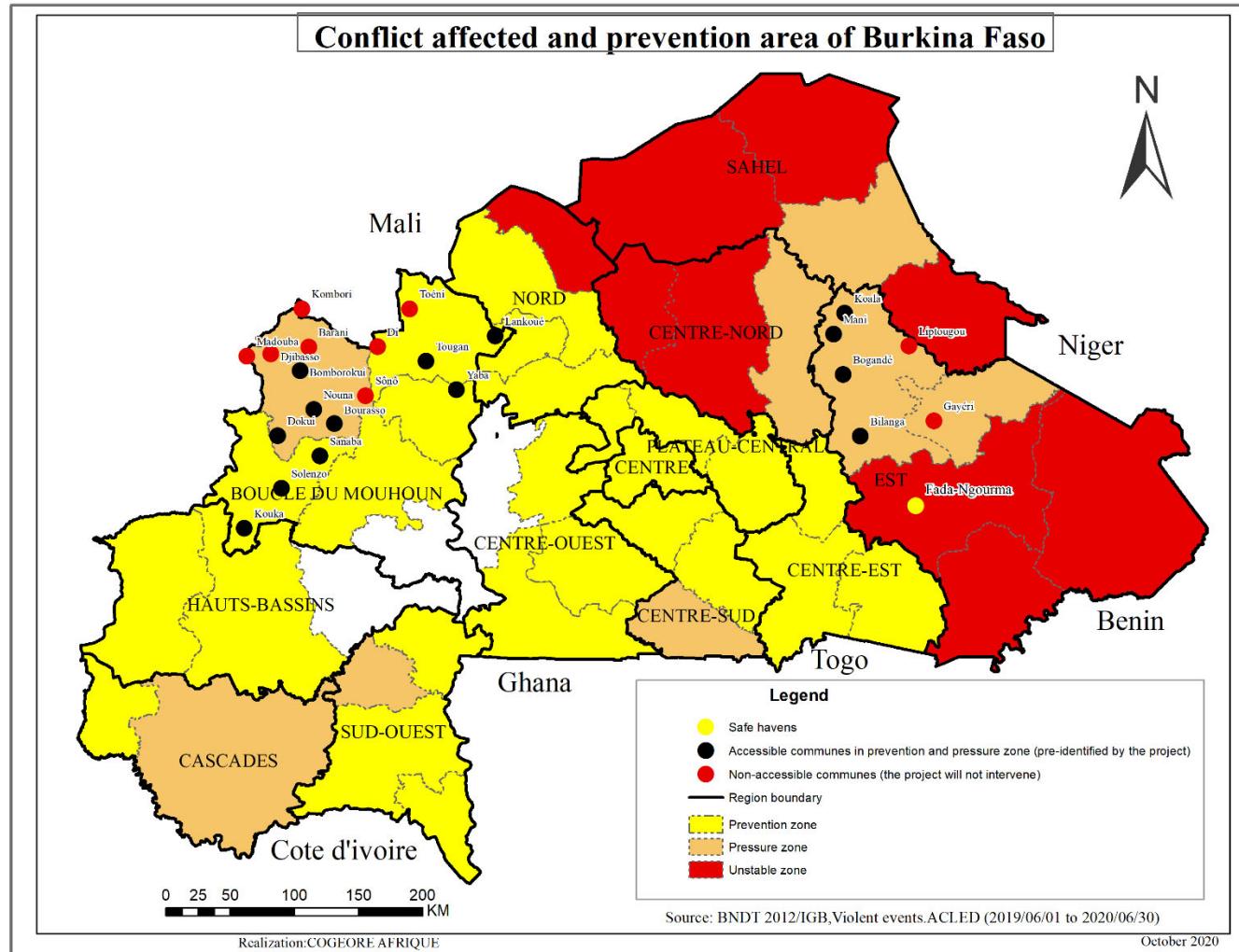
Proposed Project Design Principles and Approach:

26. Security considerations are used to determine project intervention areas but also activities and implementation approaches. There are three types of zones based on the security level: (i) *unstable zones* which are the high-intensity conflict zones and are generally the place of origin of IDPs (marked in red in Figure 5); (ii) *zones under pressure* which have medium-intensity conflict and are where the majority of IDPs are living (marked in orange in Figure 5); and (iii) *prevention zones* which are at risk of conflict (marked in yellow in Figure 5). The project will intervene primarily in the latter two zones except in specific safe havens in unstable zones (e.g. Fada N'Gourma). The menu of project interventions depends on the needs on the ground based on the participatory planning process and on the accessibility of the geographical zone from a security standpoint. The country system implementation and the regional antenna of the Project Implementation Unit (PIU) (as detailed in the implementation arrangement below) will be used in the prevention and pressure zones. If the security situation deteriorates, third-party execution (through non-governmental organizations [NGOs], and UN agencies) will become increasingly necessary until a point where it is no longer safe to intervene. The security situation will be reassessed regularly, and as significant events occur. The expectation is that degradation in the security situation will reduce the project's geographic possibilities, whereas improvements will expand these possibilities. The project will be implemented in close coordination with security and humanitarian actors, as well as existing coordination platforms at all levels.

¹⁶ It is estimated that the impacts of the COVID crisis on health services in Burkina Faso could increase child and maternal mortality by 17 percent over 12 months. Also, several countries in Africa are reporting a significant increase in adolescent pregnancies following the crisis and the school closures it has triggered. A similar effect can be expected in Burkina Faso, which prior to the crisis already had a high adolescent fertility rate (25 percent of adolescent girls begin childbearing between the ages of 15 and 19) and an estimated 1.6 million girls ages 10-19 at risk of early pregnancy. The risk of gender-based violence has also gone up in the country. The United Nations Population Fund (UNFPA) estimates that 238,000 persons need protection against targeted GBV incidents due to increased insecurity and COVID.



Figure 5. Conflict Affected Areas and Selected First Phase Communes (June 1, 2019 to June 30, 2020)



27. **The first phase of the Program will be implemented in 15 communes (five urban and 10 rural) in the two regions that have been selected.** For the first phase, Boucle du Mouhoun region (provinces: Kossi, Banwa, and Sourou) and the Est region (provinces: Gourma, Komondjari, and Gnagna) were selected. The Est region is among the poorest, has a low population density, and access to services below the national average. The Boucle du Mouhoun region has the lowest access to all-season roads, many inter-community conflicts related to access to natural resources, and the highest agricultural productivity. The selection process of the 15 communes is detailed in Annex 2. The estimated population of these 15 communes is 1,293,000 residents and 60,000 IDPs. Future selection of communes (up to a total of around 25 communes) will be determined based upon the same selection methodology described above and the total number of beneficiaries for the two phases are expected to be around two million.

28. **The project implementation approach is based on a top down geographic and intervention targeting method and bottom up selection of project activities based on the needs on the ground.** This approach is a replication of the one being used for the PADEL program and may be further revised in the project implementation



manual (PIM) as lessons are learned.

29. **The project will be implemented in phases.** The selection of regions and communes for the first phase were conducted through the following approach. This approach will also be applied to the second phase.

- **The regions are first selected based upon five criteria:** (i) ratio of IDP/municipality population; (ii) poverty rate; (iii) rural accessibility index; (iv) access to drinking water; and (v) G5 Sahel priority regions (where possible).
- **The beneficiary communes are then selected based upon their characteristics.** Drawing from the selected provinces within the regions, the municipality's (i) institutional capacity; (ii) access to public services (e.g. health, education, and sanitation); and (iii) access to infrastructure (e.g. transport, electricity, and water) are used to rank communes. The communes with the highest overall score are prioritized before the security filter is applied. Communes located in unstable zones are then eliminated from the list.

30. **The first phase of the Program will be implemented in 15 communes (five urban and 10 rural) in the two regions that have been selected.** For the first phase, Boucle du Mouhoun region (provinces: Kossi, Banwa, and Sourou) and the Est region (provinces: Gourma, Komondjari, and Gnagna) were selected.¹⁷ The Est region is among the poorest, has a low population density, and access to services below the national average. The Boucle du Mouhoun region has the lowest access to all-season roads, many inter-community conflicts related to access to natural resources, and the highest agricultural productivity. The selection process of the 15 communes is detailed in Annex 2. The estimated population of these 15 communes is 1,293,000 residents and 60,000 IDPs. Future selection of communes (up to a total of around 25 communes) will be determined based upon the same selection methodology described above and the total number of beneficiaries for the two phases are expected to be around two million.

31. **Project activities will be identified through a participatory and inclusive process of consulting with communities (Figure 6).** After selection of beneficiary communes, the PIU will confirm to the governors the selected regions and they will in turn inform the communes' mayors and secretary-generals and the regional directorates. A regional information workshop will be organized in which information on the intervention process and the resource envelopes will be shared with the stakeholders. The communes have a month to define their needs through an inclusive process that must include representatives of various groups including vulnerable or marginalized populations. Eligible types of interventions include a broad range of investments and services. Interventions are based upon the level of security. In prevention zones (yellow), the broadest menu of interventions will be offered to the communities with a focus on rural areas and will include connectivity, improving the capacity of local governments to manage conflicts, and improving basic services. In pressure zones (orange), the intervention areas will likely be limited to urban areas and the focus will be to provide basic services for the population (host or IDP) and protection of livelihood in agriculture and livestock. In the red zones, the project will only intervene in safe havens and focus on emergency social activities for IDPs such as life support services.

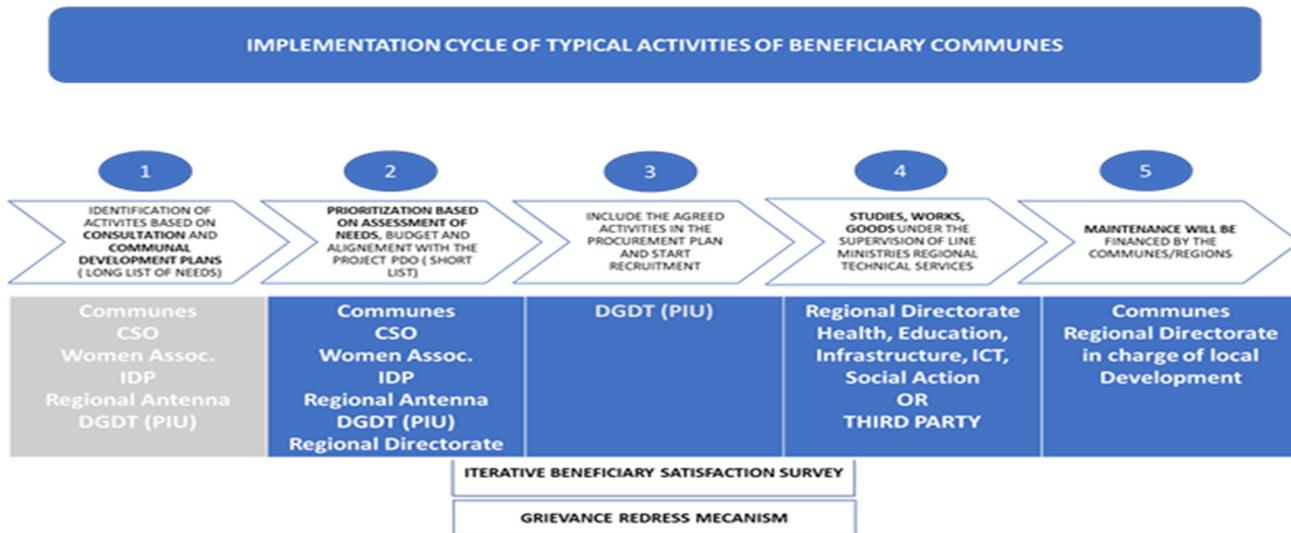
32. **Project Menu of Interventions.** The project will be addressing three broad areas of needs: (i) lack of service delivery; (ii) missing critical infrastructure; and (iii) limited employment opportunities. The menu of activities eligible to be financed are organized around the project components which are (i) essential social services which covers health, education, safety nets, as well as water and sanitation; (ii) physical and virtual connectivity and public infrastructures which covers transport, digital, and urban resilience; and (iii) community

¹⁷ Annex 2 details the process further.



level recovery and empowerment which covers agriculture and livestock and income generating activities. While most of the project interventions and activities form part of the flexible menu from which the communities will choose activities, there are investments and services which form part of the core offering and will be implemented in all communes. These include the establishment of digital centers and GBV integration in project-supported health facilities.

Figure 6. Typical Implementation Cycle for Project Activities



33. Selection of interventions: provincial review and confirmation. At the end of the month, the provincial high commissioners invite the communes' mayors and secretary-generals, the ministries' deconcentrated technical teams, NGOs, and local development actors to a meeting. The communes present their proposals, which are reviewed to avoid duplication with planned interventions by other actors and to ensure that the investments are relevant for the communities. Minutes of the meeting are signed by the high commissioner, the PIU's regional head, and the commune to head off potential future disputes. The list of first year interventions as prioritized by the communities is presented in Annex 2.

34. Once the interventions are identified, the beneficiary targeting process takes place. In each commune, mechanisms will be put in place to screen all households to identify the vulnerable using the existing mass identification mechanisms. This will also update the Unified Social Registry (USR) which will support targeting in Sub-components 1.2, 2.1, and 3.1.¹⁸ Eligible households with school-aged children not in school will be incentivized to return and maintain children in school.¹⁹

35. Adaptive and accelerated procurement process. The PADEL has used a set of pre-identified civil works contractors who had a good track record under an earlier emergency program. The PIU has used the list by inviting sets of firms to bid on contract lots grouped by region, type of infrastructure (rural/urban). Winning firms are

¹⁸ The USR will already have detailed information and integrate requirements on personal data protection. Additional information will specify programs in which individuals have participated (e.g. labor-intensive public works) to facilitate layering of interventions and provide access to broader groups. Information-sharing among programs will be minimized and limited to a need-to-know basis with personal data protection requirements. Informed consent of beneficiaries will be required to collect and share (on a blanket basis) the minimum set of information.

¹⁹ Special attention will be placed on girls and the handicapped.



evaluated for their financial and technical capacity and tax payments. Under this project, the PIU will extend the model through framework contracts to strengthen initial scrutiny, to increase the competition while reducing the number of procurements, and to reduce the time from identification of an investment to the beginning of the works. Framework contracts will also be applied, to the extent possible, to the procurements of goods and services. They may also leverage existing arrangements, such as those for textbooks developed under the Bank financed Burkina Faso Education Access and Quality Improvement-Additional Financing (P170452) operation.

36. **Land allocation process.** Under the PADEL, the PIU, the deconcentrated technical staff of the relevant line ministry, the Urbanization regional directorate, and the mayor meet to review the land requirements. If land acquisition is required, compensation is provided to affected populations in the form of cash (community's contribution to the investments) and new land. The delimitations are revised by the Urbanization regional directorate and a memorandum is signed between the mayor and the affected populations. The allocated areas are enclosed for protection. Under the proposed project, the Environmental and Social Framework (ESF) will be applied as described in the relevant documents.

37. **Supervision of civil works.** Learning from PADEL, the PIU has developed a parallel supervision process involving the mayors and technical services of the line ministries and the communities. This goes beyond the standard supervisory engineer arrangements and strengthens ownership and quality of the works. The mayors sign a memorandum of understanding (MoU) with the line ministry's deconcentrated technical services for regular monitoring of the investments. The technical services join the supervisory engineer and the mayor at the installation of the firms and supervise throughout the process. The mayors also work with the citizens to create community monitoring groups that have resources for parallel monitoring. Under PADEL, this has included regular visits with pictures sent using social messaging applications and resulted in exceptional meetings when unexpected changes were observed. Normally, weekly or biweekly meetings are held with all parties to monitor progress on civil works.

38. **Sustainability of project investments.** The PIU evaluated what different communities had done with their investments and compiled a document of good practices for sustainable infrastructure management. The document and training are provided to communities prior to the completion of civil works. Generally, under PADEL, some community management structure is established for the infrastructure if one does not already exist. The project may continue the same approach.

II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

40. The proposed Project Development Objective (PDO) is to improve inclusive access of communities (including IDPs) to critical infrastructure²⁰ and essential social services²¹ in selected areas.²²

²⁰ Critical Infrastructures means roads, digital, storage facilities, bus terminal, gardening perimeters, pasture and vaccination parks for livestock, livestock markets.

²¹ Essential social services mean availability of education, clean water, sanitation, health centers, social safety nets,

²² The selected areas are prevention zones and pressure zones in the conflict Burkina Faso Emergency Program for the Sahel (PUS-BF) and its successors.



PDO-Level Indicators: The following key indicators will be used to evaluate the achievement of the PDO:

- (a) Number of beneficiaries with access to communications infrastructures (all-season roads and mobile broadband signal) (number).
- (b) Number of women beneficiaries with improved incomes as a result of the project (number);
 - of which 30 percent are IDPs (number).
- (c) Number of beneficiaries who have received improved essential social services as a result of the project (number);
 - of which 50 percent are women (number)
 - of which 30 percent are IDPs (number).
- (d) Rate of satisfaction expressed by the beneficiaries for the project investments based on addressed feedback from annual iterative satisfaction surveys (percentage).
- (e) Communes integrating feedback from beneficiary consultations (including IDPs and women) into the key strategic documents (budgets and development plan) (percentage).

B. Project Components

Component 1: Improved Access to Basic Social Services (US\$130 million equivalent)

39. This component, which is part of the most immediate response, focuses primarily on the availability of social infrastructures and supporting the use of social services restored through the project, thereby enhancing the resilience of the beneficiary communes, including to the impacts of climate change. Similarly, it will also address sexual and GBV in the areas. This component will be implemented both in pressure zones to address the needs of IDPs, in prevention zones to contribute to avoid the contagion of the conflict and finally in safe havens to provide relief to vulnerable populations.

Sub-component 1.1: Provision of Basic Social Services

40. **This sub-component will improve the supply of basic services to deliver “quick wins” for the population.** The interventions are primarily drawn from the MAP. Once an intervention is selected by the community and validated, a situational assessment will define the package of infrastructure, staffing, equipment, inputs, and technology as a function of what is already present. Civil servants will be the preferred service providers, but alternative providers will be used in areas where civil servants cannot work. These alternative providers will include community members to be trained to deliver a package of services, individual consultants, and third-party actors such as NGOs and UN agencies. Whenever possible, climate-smart architecture and building practices will be used, solar energy will be the primary means of power supply and use of low-consumption technologies will be maximized.

41. **This sub-component will focus on the supply of essential basic services in education, health, social protection, water and sanitation.** It will involve both physical infrastructure and services. Specific type of activities to be financed are: (i) technical studies and environmental and social safeguards; (ii) civil works to build, rehabilitate, or extend schools, health facilities, early-childhood development facilities, simplified drinking water supply system and boreholes, and public latrines; (iii) mobile clinics and creches; (iv) provision of medical and IT equipment, medical consumables, and technology; (v) support to alternative education mechanisms (e.g. community teachers, second chance schools, and remote learning); (vi) training of service providers and their



deconcentrated and decentralized supervisors; (vii) supervision, data collection and monitoring; and (viii) the development, implementation (including payment), and monitoring mechanisms for third-party service provision in areas where civil servants cannot work.

42. **Complementarities with other operations.** Technical specifications for solar energy installations will be coordinated with the Renewable Energy and Access Project (P166785). Building on the results of the Education Access and Quality Improvement Project (P148062), the project will support the provision of teaching and learning materials in affected areas. In health, the project will complement the Health Services Reinforcement Project (PRSS; P164696), which has financed psychosocial support training in all 70 health districts and access to labile blood products in the Boucle du Mouhoun through the National Blood Transfusion Center (*Centre national de Transfusion sanguine*). The *réserve sanitaire* is an option in the development of strategic purchasing supported by PRSS. The project also builds on the Social Safety Nets (P120415) early-childhood activities.

Sub-component 1.2: Supporting Demand for Basic Social Services

43. **The objective of the sub-component is to support access to services, particularly among vulnerable households (host populations and IDP) and will complement Sub-component 1.1.** In each commune, the first step will be to screen all households (IDP and host communities) to identify the vulnerable using the existing mass identification mechanisms. This will update the USR which will support targeting in Sub-components 1.2, 2.1, and 3.1.²³ The USR will help to target groups for cash transfers and other social protection mechanisms and school attendance incentive schemes for vulnerable groups (particularly girls, out-of-school children, and the handicapped).

44. **Cash Transfer Program:** cash transfers under Sub-components 1.1, 1.2, and 3.1 will use the existing cash transfer system supported under the Social Safety Nets Project (P120415) or a successor deemed acceptable to the World Bank. This system allows for the targeting of payments to eligible beneficiaries identified in each sub-component using agreed and secured mechanisms such as mobile money payments. Aggregation of amounts across sub-components should also reduce per-unit transfer costs.

45. **Financing under this sub-component includes:** (i) updating and extension of the USR through surveys (field survey, hardware, data quality review, and updating of the database); (ii) cash transfers to vulnerable populations in areas not covered by other programs and the provision of mobile phones to vulnerable households; (iii) education and health incentive schemes (development, implementation, provision of incentives, monitoring, and refinement); and (iv) implementation of necessary personal data protection standards through the development and implementation of data protection standards through hardware, software, consultancies, training, and audits.

46. **Protection of personal data:** The enabling legal and institutional framework for the development and support of identification systems including relevant identification, data protection, and privacy laws exist (*Loi N° 101-2004/AN*) and a mandated functional identification system authority and data protection agency are in place,

²³ The USR will already have detailed information and integrate requirements on personal data protection. Additional information will specify programs in which individuals have participated (e.g. labor-intensive public works) to facilitate layering of interventions and provide access to broader groups. Information-sharing among programs will be minimized and limited to a need-to-know basis with personal data protection requirements. Informed consent of beneficiaries will be required to collect and share (on a blanket basis) the minimum set of information.



in keeping with regional standards and international good practices. The PIM will cover personal data privacy and will be applied to activities that may collect such information. The project will also leverage the activities of the West Africa Unique Identification for Regional Integration and Inclusion Project (WURI; P169594) regarding biometrics and the identification of vulnerable households.

47. **Complementarities with other operations.** The identification interventions in this sub-component extend to activities under the Social Safety Nets Project (P120415), and benefit from reforms related to the reforms supported by development policy operations that included elements related to the definition of the vulnerable (Programmatic series, P170934) and the conditions and requirements of mass identification campaigns (COVID-19 Emergency, P174315). There are also synergies with the second phase of the WURI; P169594 regarding biometrics and the identification of vulnerable households.

Sub-component 1.3: Protecting Women and Girls' Sexual and Reproductive Health and Combating GBV

48. The objective of this sub-component is to support girls' and women's empowerment as a fundamental underpinning of stability and growth. Activities will involve men and boys as key agents for women and girls' empowerment. Boys and men will also be equal beneficiaries of certain interventions where needs of both genders are equally important, also in view of not increasing tension within households and communities. Interventions will both target short term relief and longer-term resilience and human capital building, while prioritizing most pressing issues in the current context (GBV and SRHR) and what can realistically be achieved in an emergency context.²⁴

49. **Financing under this sub-component includes:** (i) integration of GBV into the health service package through the provision of medical and psychosocial care for GBV including equipment, inputs, training of personnel, and supervision; (ii) support to reproductive health and dignity through the provision of hygiene kits and reproductive health services, particularly for IDPs; (iii) preventive communication and support through communication campaigns and survivor hotlines; (iv) establishment of safe spaces through girls' clubs and *écoles des maris*; and (v) the training of service providers. 40

50. **Complementarities in the project and with other operations.** The activities will complement those of Sub-component 1.1 (broader service access) and Sub-component 3.1 (Empowerment). There are also complementarities with the other social sector operations in the portfolio.

Component 2: Improve Physical and Virtual Connectivity and Urban Resilience (US\$120 million equivalent)

51. This component will improve the physical and virtual connectivity of beneficiary communes and improve the climate resilience of urban communes faced with the challenges of increasing number of IDPs by ensuring adequate service delivery. Most of the investment in connectivity will be in prevention zones while activities to support the resilience of secondary cities will be in pressure zones where IDPs are present.

Sub-component 2.1: Improve Physical and Virtual Connectivity

²⁴ Several countries in Africa report a significant increase in adolescent pregnancies following a crisis and the school closures it has triggered. Burkina Faso will not differ; prior to the crisis there the adolescent fertility rate was 25 percent and an estimated 1.6 million girls ages 10-19 were at risk of early pregnancy. The risk of gender-based violence has also gone up in the country. UNFPA estimates that 238,000 persons need protection against targeted GBV incidents due to increased insecurity and COVID-19.



52. **This sub-component aims to physically connect the target areas of the project** through the asphalting of inter-urban roads, the improvement of rural roads into all-season unpaved roads with climate resilient design standards, and the construction of small, resilient bridges. These activities will improve connectivity in certain isolated communes, thus facilitating trade between the various communities. The roads to be rehabilitated will improve physical access to basic social services and markets for the rural population. The rural roads to be rehabilitated are communal unpaved roads connecting villages within the same communes or through several rural communes to the main trunk roads (national roads or regional roads) to improve access to markets and other essential services.

53. **Financing under this sub-component will include rehabilitation of about 1,000 km of rural roads and 100 km of inter-urban roads** (including 50 km of bituminous road to access Bagre pole). The implementation period for these activities is between 12 and 24 months. This sub-component will also support the following activities: (i) environmental and social studies and engineering technical designs; (ii) preparation of tender documents and the conducting of bidding processes; (iii) the execution of civil works; (iv) supervision and monitoring; (v) environmental and social technical audits; (vi) data collection and monitoring; (vii) broadband connectivity and information technology for digital centers; and (viii) training for young people. The High-Intensity Labor-Intensive Improvement Works (THIMO+) approach will be used for the works on rural roads and culverts, as well as for drainage systems to provide jobs for youth, IDPs and women.

54. **Improved road design standards and data for climate change adaptation.** The hydraulic sizing of medium-size drainage structures (that is, bridges and culverts) at the engineering design stage will use hydrologic data based on climate change projections and the most recent rainfall data developed by Burkina Faso's weather forecast agency. Furthermore, maps of flood prone maps will be used for better identification of the location of future drainage structures.

55. **Digital connectivity improvements for skills development and government functionality.** The 2G coverage rate of the pre-selected communes is around 80 percent, whereas the 3G coverage rate is about 30 percent. Only two pre-identified communes have fiber optic connection; the other communes are connected through radio beams. Technical studies will be conducted in partnership with the three operators present in Burkina Faso. The National Agency in charge of the promotion of information and communication technology (ICT) (ANPTIC), with a coordinating role of the Ministry in charge of ICT, will determine the modalities to deploy and to make available to operators the dark fiber optic alongside the roads. This will include chambers to allow operators to branch out and serve 3G radio sites to cover localities alongside the roads, as well as a connection to selected government sites. The resulting connectivity will allow the establishment of digital centers for young people in each commune to promote human development (Sub-component 1.1) and contribute to the shaping of a resilient society. These centers will promote the discovery and development of new skills such as digital literacy, the use of software, and computer and telephone repair which should increase job opportunities.

Sub-component 2.2: Support Urban Resilience

56. This sub-component will finance investments in term of improved service delivery meant to strengthen the resilience of selected secondary cities facing the increasing challenge of internal displaced persons, inadequate service delivery and recurrent flooding due to climate change. Forced displacement to urban cities are not expected to end in the short-term. Therefore, the secondary cities should be equipped to provide the needed service to both the growing hosting population and the IDPs.



57. Based on the community demand, the sub-component will finance municipal priority infrastructures and services such as (i) rehabilitation and construction of selected urban paved roads; (ii) street lighting; (iii) public spaces (including sport facilities) for youth; (iv) collection, treatment and management of solid waste; (v) flood protection measures and rain water drainage system; and (vi) solar energy kits for households.

Component 3: Community Level Economic Recovery and Empowerment (US\$80 million equivalent)

58. This component aims to revive the local economy, creating employment opportunities for youth, women in the selected communes that have been negatively affected by climate change and security crises by strengthening and improving the livelihoods of the population (including IDPs) in key sectors such as agriculture, livestock, small trade. IDPs who lost their economic activities or livelihood will be among the beneficiaries in addition to the host population. This component will not only finance the needed trainings, grants or small kits but also key productive infrastructures which are missing. **Activities related to community level economic recovery and empowerment will be implemented in both prevention zones and pressure zones.**

Sub-component 3.1: Empowerment

59. **The objective of this sub-component is to increase household resilience.** This will be achieved through two interventions: income-generating activities and productive inclusion measures linked to safety nets. Targeted groups will include women, youth, and IDPs with a focus on the vulnerable. Income-generating activities consist of training and initial capital investments in specific activities such as animal husbandry and market gardening with capacity-building support. Productive inclusion activities seek to increase the productivity and revenues of beneficiary households in economic and resilience activities and to facilitate diversification and smoothing of revenue streams.

60. **Financing under this sub-component will include:** (i) financial and/or material support for the recovery of victims of disasters, damage and/or destruction of property, and for vulnerable persons; (ii) rebuilding household livestock through animal kits (breeding nuclei, animal feed, veterinary products); (iii) support in the form of seeds and fertilizers and small equipment for market gardeners; (iv) strengthening the capacity of producers; (v) NGO-supported training in productive techniques, micro-entrepreneurial skills, self-confidence (including coaching), access to markets and savings, community awareness-raising on aspirations and social norms, and life skills; and (vi) productive subsidies to complement cash transfers to targeted beneficiaries.

61. **Complementarities.** The productive safety nets approach builds upon a Sahel-wide intervention and impact evaluation including in Burkina Faso (P120415). To date, the initial results in Niger show that cash transfers results in a 43 percent increase in asset accumulation, a 19 percent improvement in food security, and that the productive measures result in a 70 percent increase in household profits relative to the control group. Support under this project will draw upon the initial results of the Burkina Faso and Niger impact evaluations to identify the most promising approaches.

Sub-component 3.2: Construction and Rehabilitation of Productive Infrastructures.

62. **This sub-component will finance production investment in key value chain in the beneficiary communes.** These proposed investments will support the community to produce agricultural products and livestock for first their consumption and for trade. The community-based organization will be selected to ensure



that women, youth and IDP are well represented both in term of primary membership and leadership. It will include the construction/rehabilitation of livestock and local produce markets, vaccination park, slaughter area, cattle water point and grazing areas, small processing equipment for women's associations, small irrigation sites, storage warehouses, small shops, bus stations, rehabilitation of local markets. Synergies will be sought with both the Agricultural Resilience and Competitiveness Project (P167945), the Regional Sahel Pastoralism Support Project (P173197) and the Livestock Sector Development Project (P159476).

63. The activities to be financed include the following: (i) civil engineering works; (ii) acquisition of equipment; (iii) control and monitoring; and (iv) environmental and social technical audits.

Component 4: Community Engagement and Project Management (US\$20 million equivalent)

64. This component will finance citizen's voice and participation, positive state presence, and project management.

Sub-component 4.1: Citizen's Voice and Participation and Positive state Presence

65. This sub-component contributes to renewing the social contract between the State and citizens through strengthening the technical and institutional capacity of local actors for better management of the infrastructures financed by the project and supporting inclusive citizen participation of different communities. This sub-component will be implemented both in prevention zones and selected pressure zones where the state is still present.

66. Specific activities are (i) develop and implement citizen engagement tools; (ii) improve management capacity of the communes (through inclusive process to update communal development plans to take account of the current context of inter-community conflicts and violence) in order to better include conflict management and mitigation measures; (ii) financing equipment to working conditions in decentralized state services and strengthening the presence of the administration in fragile areas; (iii) finance the organization of spaces for dialogue for promoting social cohesion and preventing extremism and radicalization; (iv) setting up conflict monitoring and early warning systems; and (v) support communes in setting adequate mechanism of the management of public infrastructure financed by the project.

67. **The project will integrate three citizen engagement tools into the project design to ensure inclusive and participatory:** (i) Consultations with local communities, including women, youth and children and organizations advocating for their rights, in order to identify and prioritize their needs; (ii) Community monitoring of the implementation and management of community infrastructures and local economy recovery activities; and (iii) Grievance redress mechanism (GRM) that integrates traditional mediation and conflict resolution structures and combine dedicated pathways for the safe and ethical intake, recording and management of sensitive complaints, including complaints related to SEA and sexual harassment (SH). Implementing these three citizen engagement mechanisms throughout the project interventions will promote demand for accountability and improve transparency in allocation of resources, access and quality of basic services.

Sub-component 4.2: Project Management.

68. This sub-component will finance: (i) salaries of consultants and management and operating costs of the



coordination unit and the implementing agencies; (ii) environmental, social and fiduciary management; (iii) implementing the resettlement action plans (RAP) and payment for compensation under the RAPs; (iv) remote monitoring; and (v) financial audit.

Component 5: Contingent Emergency Response Component (CERC; US\$0 equivalent)

69. A CERC will be included under the project in accordance with World Bank IPF Policy paragraph 12 on 'Projects in Situations of Urgent Need of Assistance or Capacity Constraints'. This will allow for rapid reallocation of project proceeds in the event of a natural or man-made disaster or crisis that has caused, or is likely to imminently cause, a major adverse economic and/or social impact. A CERC operations manual will be prepared to support crisis management.

C. Project Beneficiaries

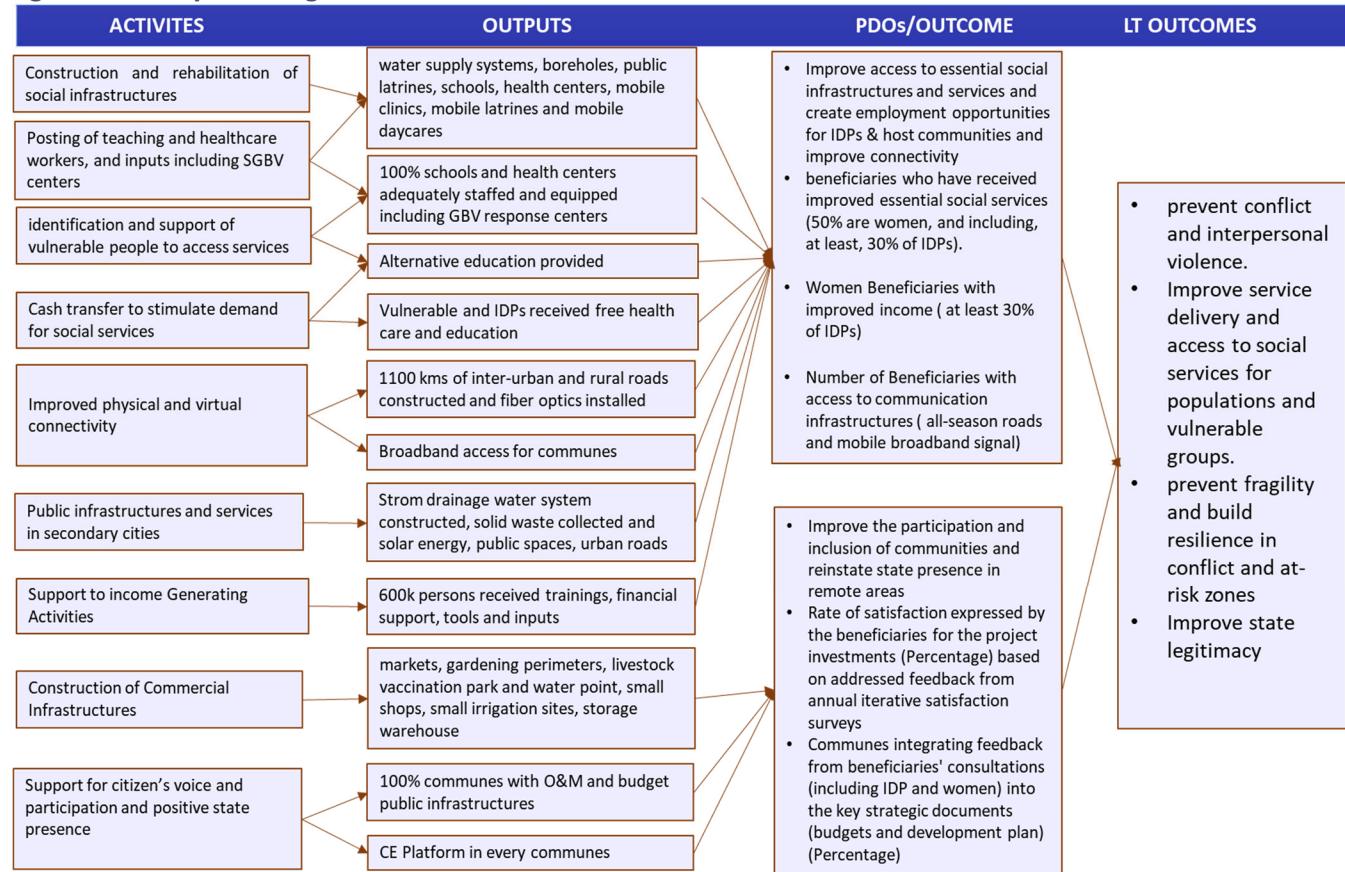
70. The primary beneficiaries will include vulnerable households and groups, IDPs, youth, women associations and local government agents, in the pre-identified 15 communes (rural and urban) and additional communes to be identified during implementation with a combined population of about 2,000,000. Vulnerable households and groups who are suffering from horizontal inequality will benefit through improved access to critical infrastructures, basic infrastructures and state functions. IDPs who fled unstable zones will be provided not only the essential services (schools and health services) but also economic opportunities thru income generating activities and cash-for-work. The State presence will be reinforced through improved capacity of communes to address the needs of the population and manage conflict.

D. Results Chain

71. **Theory of change.** Figure 7 presents the theory of change for the proposed operation. The Theory of Change creates a direct link between the activities to be financed, the outputs, the short-term and the long-term outcome.



Figure 7. Theory of Change

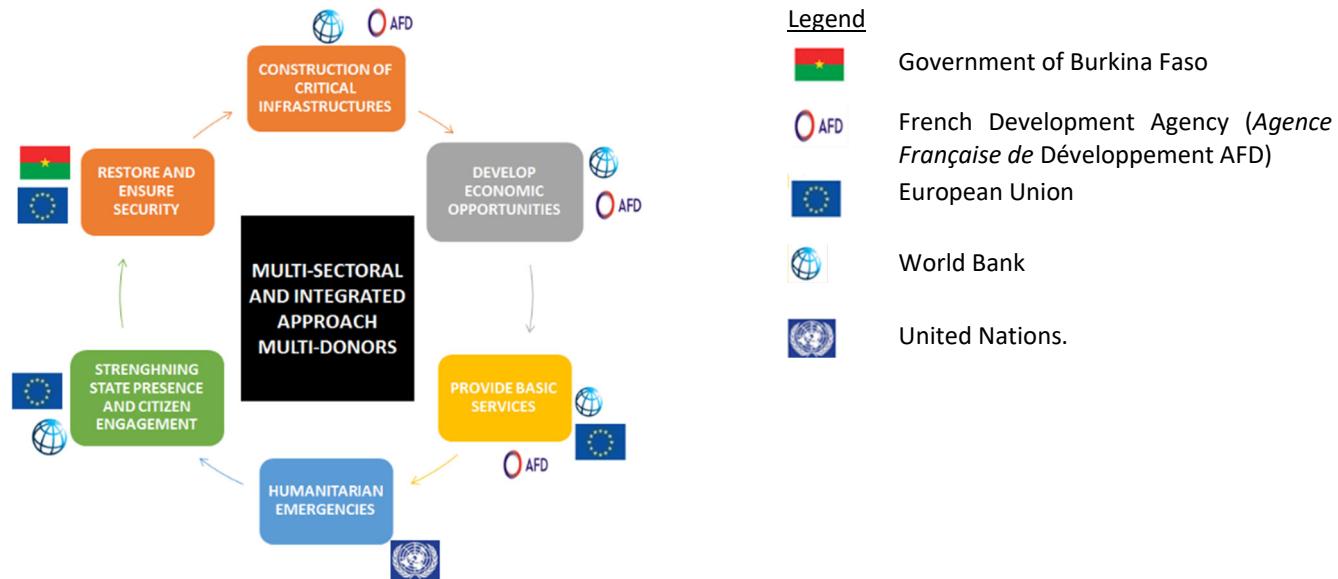


E. Rationale for World Bank Involvement and Role of Partners

72. **The proposed project will operationalize the recommendations from the RRA by placing inclusion at the heart of its activities.** The project will: (i) redirect investments toward marginalized territories, and for the benefit of poorer communities and disadvantaged groups; and (ii) strengthen the spatial approach by concentrating resources to reduce the risk or spread of conflict, in particular through integrated, multi-sectoral projects aimed at promoting social cohesion. The integrated multi-sectoral approach finances intervention menus to address several drivers of fragility at the same time for several groups, while also ensuring a “do no harm” principle.



Figure 8. Integrated Multi-sectoral, Multi-Donor Approach



73. **Coordination with humanitarian, justice, and security actors.** The proposed project will use existing coordination platforms such as the PUS-BF and its regional and local nodes to facilitate coordination. A focus will be placed on addressing the needs of IDPs and other vulnerable groups both for information sharing and targeting. Security coordination efforts will include, among others, the EU and the UN, who are financing the territorial expansion of internal security (including the police and the gendarmerie) and access to justice to link security and development (Figure 8). The objectives of working across the security-development nexus with these actors are to: (i) ensure a constant flow of information that will allow the World Bank to monitor security risks for the purpose of project supervision; (ii) in accordance with ESF, do no harm by minimizing potential risks associated with potential military deployments in project areas; and (iii) integrate partners into contingency plans in order to reduce the risk.

F. Lessons Learned and Reflected in the Project Design

74. The proposed project design builds upon and has benefited from experiences and lessons learned from similar emergency and crisis recovery operations nationally and internationally. Country specific lessons include World Bank financed COVID-19 Preparedness and Response Project, in the amount of US\$21.15 million equivalent (P173858 - procurement flexibility), the Transport and Urban Development Project, in the amount of US\$100 million equivalent (P151832-institutional arrangement), and the West African Development Bank (*Banque Ouest-africaine de Développement*, BOAD) financed PADEL. International lessons include projects in similar fragile countries such as Mali and Niger such as the Mali Reconstruction and Economic Recovery Project (PRRE, P167396) and Niger Refugees and Host Communities Support Project (164563).

75. A multi-sectoral holistic integrated approach ranging from development, security and humanitarian actions is necessary for communes benefiting from this intervention in order to address many issues at once, and transition from crisis response to recovery and consolidation. The project was designed on the experience of best practice of the “Recovery and Stabilization of the Commune of Konna” of the Sahel Alliance which implemented an integrated spatial approach by combining security and development to consolidate state presence. The context



is very similar, and the Government of Burkina Faso and the donors have a platform under PUS-BF to implement this approach in many regions. The successful enhanced partnership among donors based on their mandates ranging from restoration of security for the population to development activities and humanitarian actions contributed to consolidate state presence in the commune of Sahel.

76. **Flexible and adaptive project design in a fragile context.** The project is designed so that it can easily be adapted in term of areas of intervention, type of activities using a range of pre-defined menus and flexible implementation arrangements (third party) without the need of restructuring the project and possibility to scale up. Mali-PRRE currently has the same flexibility which allows the project to adapt and adjust based on the security condition and deliver. When security conditions worsened in the center of Mali, a third-party implementation agreement was signed with a UN Agency to implement the rehabilitation of the Port of Konna. Furthermore, when the prevention zones turned to pressure zones, activities became more focused to secondaries cities instead of rural areas.

77. **The project will be using and improving as needed the rich experience of PADEL in implementing multi-sectoral project in a decentralized manner and with greater flexibility.** The experience start is the inclusive participatory approach for the selection of project activities and the key roles of the local governments. The fast procurement process using framework contracts and bidding at regional level to attract local contractors. Finally, the close monitoring of project implementation through memorandum of understanding between beneficiary communes and the regional directorates of line ministries. Under PADEL, about 45 community infrastructures have been rehabilitated and completed in six months using this framework in areas with more challenging security concerns than the two regions pre-identified for the project.

78. **Ensure ownership by supporting existing emergency programs of the country and donors instead of reinventing the wheel.** The project will become operational within the first three months after board approval and will provide quick results on the ground. The Government has available studies financed by donors for many socio-economic infrastructures in the regions of the emergency program, and the program of the development of the local economy but could not find donors to finance the physical investments. The project is expected to cover part of these financing gaps. In addition, this approach will further strengthen the collaboration and synergies of donors around supporting the development program of the Government.

II. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

79. **The project is using an operational and tested institutional arrangement already in place by the Government of Burkina Faso to implement the emergency program for the Sahel.** This arrangement is currently being used by other donors with success. An already established review committee (steering committee) chaired by the Ministry of Finance, which gives strategic directions and approve annual budgeted work plan. A technical committee (to be established within three months after project effectiveness), chaired by the DGDT and including all the key central technical services of relevant ministries such as infrastructures, education, health and social action, will be in charge of the technical oversight. The DGDT plays the role of PIU in charge of coordinating activities among actors, fiduciary, environmental, social and GBV management, monitoring and evaluation. Additional recruitment will be made so that there are a competent and dedicated personnel in charge of the implementation of the project at the central level.



80. **The General Directorate of Territorial Development of the Ministry of Finance will oversee the coordination of the project activities** except activities related to the Bagré growth pole among the different actors, fiduciary aspect, social and environmental safeguards as well as monitoring and evaluation. Bagré Development Authority (*Maîtrise d’Ouvrage de Bagré*, BDA) will be the implementing unit for the asphalting of the 50 km road access to the growth pole of Bagré under a subsidiary agreement between MINEFID and BDA.

81. **For the first phase, the institutional arrangements will be based on the Government’s current framework as they are deemed robust.** This consists of a central PIU which is DGDT with two regional PIUs (antennas). These antennas will implement the project on behalf of a group of selected communes in each region. These institutional arrangements are already in place and in use for the implementation of PUS-BF financed by several donors, including the EU Emergency Trust Fund for Africa (Euro 80 million) and the Local Economy Development program financed by Government and the West African Development Bank (US\$310 million).

82. **T2638he implementation approach is based on first a top down selection of zones based on socio-economic criteria and security condition on the ground and second a bottom up mechanism for the selection of activities based on participatory and inclusive consultations at the local level.** Coordination efforts through fora such as the PUS, the G5 Sahel, and the Alliance Sahel with a focus on complementarities and security/justice aspects that the project cannot finance. The project will provide the tools necessary in term of trainings, financing of maintenance manuals, establishment of committees so that the project investments are sustained after the closure of the project. Annex 1 describes in detail the roles and responsibilities of all government entities at central and local level while Annex 2 describes in detail the prioritization, the selection criteria both geographically and among sectors and finally the implementation cycle.

B. Results Monitoring and Evaluation Arrangements

83. **Responsibility for monitoring activities.** The monitoring of outcomes/results will be based on the agreed Results Framework and monitoring arrangements that are described in Section VI. The PIU will be responsible for regular monitoring of the project performance. It will produce semiannual and annual progress reports. These reports will assess progress based on the indicators of the Results Framework. In addition to results framework, periodic beneficiaries’ surveys, community monitoring and impact evaluation at mid-term will be conducted to ensure the project is on track to meet its objectives.

84. **Smart implementation support and community monitoring.** A system of smart monitoring (ICT, Geo-enabling Initiative for Monitoring and Supervision (GEMS), third-party monitoring) will be embedded in the project design in order to allow both the World Bank and the central government entities to follow the implementation of the project investment in zones which may become inaccessible due to conflict and insecurity. Third party monitoring (TPM) may also be utilized to make sure the public infrastructures built meet the required design standards and functional.

85. **Learning.** Impact evaluations using rigorous research methods to generate high-quality evidence on the effectiveness of alternative approaches implemented through the project will be supported to produce operationally relevant knowledge for this and other operations. This will build on the existing productive inclusion impact evaluation which guides this operation. Possible areas of focus include productive inclusion (extension to other groups), labor-intensive public works, rural connectivity, service delivery (with a focus on education), prevention of violence and protection of vulnerable populations.



C. Sustainability

86. The decentralized approach of project implementation will not only strengthen the local capacity to better address the needs of the population including conflict management but also sustain the outcome of the project beyond its duration. Critical factors considered to ensure the sustainability of the objectives of the project are the establishment at commune level of management committees of the public infrastructures built by the project to ensure not only inclusive access but also, proper operation and maintenance mechanism. The project will ensure that there are dedicated management resources in the commune budget for the maintenance of all their public infrastructures based on the revenue allocated to the commune by the central government. The project will support in establishing and training the management committee in charge of the communes. Furthermore, the project will support in preparing the maintenance program for key critical infrastructure building on existing good practices developed by the PIU.

87. The citizen engagement mechanisms including conflict resolution tools will be embedded in the communes' modus operandi to ensure that no stakeholders or vulnerable groups are excluded in the decision-making process. The productive safety nets and income generating activities will not only provide access to employment opportunities to the beneficiaries but also skills set to guarantee future employment especially for women and youth.

PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

88. The expected returns on prevention is always positive as the costs of actions to prevent the escalation of conflict into violence are less than the damages or losses attributable to violence. The benefit of prevention will be measured in term of the loss of life and economic damage avoided, the cost saving in post-conflict reconstruction, costs associated with forced displacement and many additional costs related to the military expenditures. The communes of intervention of this project are either in prevention zones or under pressure zones where the focus will be on preventive actions. The proposed preventive actions of the project meant to foster inclusiveness and reduce the risk of escalation to violent conflict will be implemented thru redirecting investments to communes in marginalized and fragile regions thru improved and inclusive access to basic services and critical infrastructures, create employment opportunities for youth, vulnerable and IDPs and setting up GRMs to address conflict.

B. Prioritization and Selection Method of Communes of Intervention

89. A multicriteria and multilevel prioritization method will be applied based upon lessons learned in the PADEL, security considerations, and lessons learned under this operation. A summary follows and details are provided in

Annex 2. Approach from Identification, Selection, and Implementation of Interventions

91. . The method provides for objective selection of intervention areas by first selecting regions, then provinces, then intervention areas using clear criteria. Security considerations are integrated in the selection of communities, consistent with paragraphs 27 and 32**Error! Reference source not found.** Communities will interventions that are screened for duplication and rationality and will then be implemented using a pragmatic



procurement approach and multilayer monitoring, including by the communities.

C. Implementation Readiness

92. **The project has activities ready to be implemented the first 12 months to ensure rapid results.** Project activities are sequenced to start soon after project effectiveness. Feasibility studies for 15 types of investments worth roughly US\$50 million are complete and the Bagré growth pole civil works estimated at US\$20 million are ready to be implemented. Procurement will be done through packages by region or province and framework contracts for books and medicines/consumables where feasible.

D. Fiduciary

(i) Financial Management

93. **The financial management (FM) arrangements for the proposed project have been designed considering:** (i) Burkina Faso's recent political situation; (ii) the country's overall Public Financial Management (PFM) performance; and (iii) the World Bank's minimum requirements under the World Bank Policy and Directive on IPF, which describes the World Bank's policies and procedures for FM.

94. **The legislative and institutional framework for public FM is in place in Burkina Faso.** This framework is in line with or approximates international standards. In addition, Burkina Faso has transposed the West African Economic and Monetary Union (WAEMU) directives, regulations, and rules on public finances into national law. However, the challenges faced in operationalizing the various FM components including cash constraints as well as compliance with this legislative framework, rules and regulations, do not allow at present to rely fully on the public expenditure framework for the proposed project.

95. The Government of Burkina Faso has requested to use a ring-fenced financing mechanism for the fiduciary aspects of the proposed project. The project will be implemented by DGDT, the coordination unit of Bagré growth pole will be in charge of implementing the asphalting of the 50 km of roads between Diendiego-Bagré under an implementing agreement

96. **The assessment of the DGDT was carried out in September 2020.** The assessment revealed that (i) DGDT is not familiar with WBG procedures; (ii) the internal control capacity needs to be strengthened; and (iii) no external audit has been performed since the creation of the Burkina Faso Emergency Program in 2017. However, DGDT has (i) a well detailed manual of procedures; (ii) and an adequate accounting software. DGDT is also expected to be the PIU in charge of the Community-based Recovery and Stabilization Project for the Sahel (P173830) which is currently under preparation. In order to be able to manage two WBG funded projects simultaneously, DGDT FM team will need to be strengthened with experienced additional staff dedicated to each project. DGDT FM officer will also oversee the proposed project.

97. **The assessment of the BDA was carried out in September 2020.** BDA is the coordination unit of the Bagré Growth Pole Project (PPCB - P119662). The assessment revealed that BDA is familiar with WBG procedures. BDA current FM performance is moderately satisfactory. The civil works of 50 km of paved road Diendiego-Bagré which was originally under the Burkina Faso Bagré Growth Pole Project closed as of November 30th, 2020 will be carried by the BDA under the proposed project, through an implementing agreement



98. The current FM team comprises one administrative and financial officer, one accountant and one internal auditor. The current BDA FM team will be used for the proposed project. Other existing FM arrangements include a FM manual and an accounting software, which will be updated for the proposed project.

99. **Key risks.** The project risk before mitigation measures is high because of the following key risks associated with project activities: (i) the high insecurity of the areas in which project activities will be conducted; (ii) an insufficient capacity of the PUS-BF staff to handle simultaneously two WBG funded projects; (iii) weak current capacity of the internal control function; (iv) the misappropriation of project funds and ineligible expenditures, given the current security and COVID-19 context; and (v) delays in disbursements.

100. DGDT and BDA, will both adopt the following risk mitigating measures: (i) update the PIM and the detailed FM procedure manual, to include the proposed project before project effectiveness; (ii) update the current accounting system to include the proposed project; and (iii) recruit an external auditor within one month after effectiveness.

101. In addition, DGDT will implement the additional mitigation measures (dated covenants) within one month after project effectiveness: (i) hire or appoint, within one month after project effectiveness, (a) a senior accountant, (b) an accountant and (c) an internal auditor fully dedicated to the proposed project with terms of reference and qualifications acceptable to IDA.

102. **Other risk mitigation measures include:** (i) lower direct payments threshold to avoid delays in disbursements; and (ii) if necessary, contracting with UN agencies to implement or monitor the most sensitive project activities. The extent and the nature of a potential involvement of UN agencies will be completed during project implementation.

103. As stated by Section 5.3 of IDA General Conditions the Government of Burkina Faso will provide promptly as needed, the funds, facilities, services and other resources: (a) required for the project; and (b) necessary or appropriate to enable the PIU to perform its obligations.

104. **The residual FM risk after mitigation measures is substantial.** The FM risk mitigation measures will be finalized during project implementation.

105. **Monitoring.** During implementation, a continuous monitoring and flexible adjustment of the planned FM system will be **undertaken**. The PIU will be required to prepare and submit to the World Bank: (a) an annual work plan and budget and a six-month disbursement forecast, both aligned with PDO and project activities no later than two weeks after effectiveness; (b) interim un-audited financial reports (IFR) on a quarterly basis; and (c) audited annual financial statements on an annual basis. The project will comply with the World Bank disclosure policy of audit reports. The World Bank may increase or reduce the frequency of interim un-audited financial reports, based on an assessment of the Project FM performance and risk.

106. **Disbursement arrangements.** Disbursement for activities implemented by BDA will follow the traditional IPF disbursement mechanisms in line with the Disbursement Guidelines (dated February 2017). One designated account (DA) in West African CFA Franc (XOF) will be opened at the Central Bank (*Banque Centrale des Etats de l'Afrique de l'Ouest*, BCEAO) for BDA. The ceiling of the DA will cover a six-month disbursement forecast. Upon



effectiveness, an initial advance of an amount to be set in the Disbursement and Financial Information Letter (DFIL), covering a six-month disbursement forecast for the project will be released by World Bank to the DA, at the request of the BDA. BDA will open a Project Account (PA), managed by the FM Unit with signatories of BDA Project Coordinator and BDA Project FM specialist, will be opened in a commercial bank. BDA will use transaction-based disbursements. Project proceeds will finance 100 percent of eligible expenditures of the project. Two DA in XOF will be opened at the BCEAO, one for each PIU. The ceiling of each DA will cover a six-month disbursement forecast. Upon effectiveness, an initial advance of an amount to be set in the DFIL, covering a six-month disbursement forecast for the project will be released by World Bank to each DA, at the request of each PIU. Each PIU will open a PA, managed by the FM Unit with signatories of the Project Coordinator and the Project FM specialist, will be opened in a commercial bank.

(iii) Procurement

Applicable procurement rules and procedures.

107. Procurement under this project will be carried out in accordance with the World Bank's Procurement Framework. Procurement will follow the World Bank's Procurement Regulations for IPF Borrowers for Goods, Works, Non-Consulting and Consulting Services, dated July 1, 2016 (revised in November 2017 and August 2018). The project will be subject to the World Bank's Anticorruption Guidelines, dated October 15, 2006, revised in January 2011, and as of July 1, 2016 and August 2018. The project will use the Systematic Tracking of Exchanges in Procurement (STEP) to plan, record and track procurement transactions.

108. The major planned procurement across this project is expected to include: (1) civil engineering works; (2) acquisition of equipment; (3) control and monitoring;; (4) environmental and social technical audits; (5) construction or rehabilitation of storm water channel; (6) curing of existing channel.

109. As an emergency project, the proposed procurement approach prioritizes fast track emergency procurement for the required emergency goods, works and services. The procurement approaches will utilize the flexibility provided by the World Bank's Procurement Framework for fast track emergency procurement according to World Bank IPF Policy paragraph 12. Key measures to fast track procurement include: (i) more extensive use of UN Agencies; (ii) increased thresholds for Requests for Quotation; (iii) if requested by the Borrower, the World Bank will provide procurement hands-on expanded implementation support (HEIS) to help expedite all stages of procurement; and (iv) higher ceilings for retroactive financing as required.

110. Community participation in procurement. The project will finance sub-projects for community-based businesses. Procurement of items for the implementation of demanded sub-projects will be carried out in accordance with the provisions of the Paragraph 6.9 of the Procurement Regulations and the simplified procurement procedures referred in the PIM. The PIM shall describe in sufficient details all procurement arrangements, methods, and procedures including the roles, the responsibilities, and the extent of participation of the community in general, simplified steps for all applicable methods of procurement, provisions for any technical or other assistance required by the community, payment procedures, and procedures for maintenance of records, simplified forms of contracts to be used, roles and oversight functions, etc.

Procurement assessment



111. **DGDT:** The project will be implemented at the central level by the DGDT anchored at the MINEFID. The DGDT is represented in each region by the Regional Directorate of Economy and Planning, however, there is no procurement specialist assigned to each region. The DGDT is also in charge of the implementation of the PADEL. A procurement assessment of DGDT was carried out by the World Bank in September 2020 and found that the Procurement Department (*Direction des Marchés Publics*, DMP) of MINEFID is responsible for carrying out and managing all procurement activities of the ministry including its key directorates such as DGDT. The DMP is particularly responsible for (a) finalizing procurement documents prepared by the technical structures included DGDT; (b) preparing the advertisement notices, and (c) presiding over tender committees and drafting contracts for approval. The tender committee comprises both internal and external members. The DMP/MINEFID is divided into five sub departments and is staffed in total with seventeen procurement specialists. The unit is led by a civil servant who has a master's degree and twenty years of experience in procurement including World Bank procurement directives. The procurement unit is well-organized but has to manage an important workload. In addition, the staff has limited experience in World Bank procedures and has no access to any capacity-building program. There is also no acceptable filing system. There is a procurement manual developed as part of PADEL. The DGDT has a procurement specialist recruited for the coordination Unit of PADEL financed by West African Development Bank, however with no experience in World Bank procurement regulations.

112. **There is also no procurement capacity in communes.** Given that most of the local governments do not have either the capacity or the human resources to implement the activities of their communes, the project proposes to: (1) establish a technical team (procurement specialist, engineer, safeguards specialist) at the regional level within the Regional Antenna of DGDT to help the communes implement their activities at the same time build their capacity or (2) to recruit Third party implementation when the security conditions worsen..

113. **The procurement risk rating is high, and the main risks identified are as follows:** (i) Lack of experience of DMP/MINEFID and DGDT at central and regional levels in applying World Bank Procurement Regulation, and using STEP; (ii) Absence of staff that will be solely dedicated to this project procurement activities at central and regional levels of DGDT; (iii) Limited number of staff with experience in the World Bank's new procurement framework; (iv) Reduced space for records archiving; (v) Multiple levels of responsibility in project implementation including procurement aspects (reviewing and approval of documents and decision prior to final decision for contract signature); (vi) Delays in application of Direct Selection due to mandatory authorization request from the sectorial ministry or ministry of finance depending of the estimate cost in accordance with the national procurement code; (vii) Limited capacity to conduct emergency procurement; (viii) Delays in the procurement process which are mainly due to delays in the review of files and in the publication of procurement notices by the Central Directorates of Procurement and Financial Management (DCMEF) who is in charge of prior control; (ix) Very low threshold for procurement methods; (x) Insufficient delegation of authority to the PIU on procurement actions and decisions; (xi) Difficulties in mobilizing the technical sub-commissions, (xii) challenges of bids submission due to COVID-19 movement restrictions imposed by many countries worldwide, and (xiii) INT substantiated allegations of fraud in the sector targeted under one of the subcomponents by the proposed operation.

114. **The proposed mitigation measures for these risks are:** (i) Recruit a senior procurement specialist who is experienced and familiar with World Bank procurement procedures and policies and will be dedicated to this project at the central level; and (ii) Recruit two (2) procurement assistants for the two concerned regions of DGDT; (iii) Give more delegation to the PIU on procurement actions and decisions; (iv) Develop a section on procurement procedures as part of the PIM to clarify roles for each team member involved in the procurement process and



define the maximum delay for each procurement stage, specifically with regards to review and approval systems, and the signing of contracts; (v) Train the staffs in the Administrative and financial management directorate (DAF), Procurement management directorate (DMP), DCMEF and the Tender Committee on the World Bank's New Procurement Framework; (vi) Increase the threshold level for procurement documents and decisions review and clearance by national institutions; (vii) Consider contract management delegation approach if necessary, on case by case basis; (viii) Include as part of the project funding the improvement of records keeping; (ix) Put in place a proper procurement planning system (working with focal point and beneficiaries) based on the production of the technical documents; (x) increase due diligence on contractors during the selection process and more robust oversight during the implementation phase through training to the procurement staff, clarifications in the PIM on the roles of project staff in the procurement and contract management processes; and (xi) through Hands-On Implementation Support.

115. The risk can be upgraded to **substantial**, provided the above corrective measures are implemented.

Bagré Development Authority (BDA)

116. **The assessment of the BDA was carried out in September 2020.** The assessment revealed that BDA is familiar with WBG procurement procedures. BDA has been implementing the Burkina Faso Bagré Growth Pole Project (P119662) which closed on November 30, 2020. The procurement team comprises one Procurement specialist and one Assistant procurement specialist. The performance of Burkina Faso Bagré Growth Pole Project during the last supervision mission was moderately satisfactory. The procurement section of the current PIM of the Burkina Faso Bagré Growth Pole Project will be updated for the proposed project.

117. **Procurement responsibilities.** The DGDT and its regional antennas have a full responsibility of the project procurement activities. The Borrower is preparing a Project Procurement Strategy for Development (PPSD) that will be finalized during project implementation, which is acceptable under World Bank IPF Policy, paragraph 12. A simplified procurement plan was prepared and approved during negotiation.

118. **Strategy to streamline procurement process:** The Government already has a decree in place to accelerate and shorten procurement lead times in conflict zones under the PUS-BF. This decree is more focused on allowing more direct contracting to qualified local contractors. In addition to the decree, the Government intend to give more autonomy to the DGDT to procure and approve contract with a higher review threshold and use World Bank flexibilities on procurement methods and prior review threshold in emergency context. The specific autonomy measures will be detailed in the PIM. This approach will alleviate the Government prior review process. Government will take the opportunity under the World Bank IPF Policy paragraph 12 and put forward official request to use HEIS.

119. **Frequency of procurement reviews and supervision:** Post reviews can be done either World Bank specialists or by independent consultants hired under the World Bank project according to procedures acceptable to the World Bank to ascertain compliance with procurement procedures as defined in the legal documents. Two supervision missions will be done each year.

E. Legal Operational Policies

Triggered?



Projects on International Waterways OP 7.50	Yes
Projects in Disputed Areas OP 7.60	No

120. **An exception to the riparian notification requirement has been granted.** Operational Policy 7.50 (OP 7.50) of the World Bank, covering projects on international waterways, is applicable to this project because the project includes the rehabilitation or construction of rainwater drainage system, small irrigation schemes and boreholes, involving the use of Niger River/Gouroubi Tributary (shared between Niger and Burkina Faso), Volta River Basin (shared among Benin, Burkina Faso, Ghana and Togo) and Taoudenit Aquifer (shared among Algeria, Benin, Burkina Faso, Mali, Mauritania, Niger, and Nigeria). The project falls under an exception to the riparian notification requirement under paragraph 7(a) of the policy because the team assessed that the investments would not have transboundary impacts for the rainwater drainage system in Fada N'Gourma or wells in the Boucle du Mouhoun and Est regions. There will be no additional use of water and no change in water quality. The exception to the notification requirement was approved by the World Bank regional management on November 27, 2020. All future investments in water-related systems will be subject to prior approval by the World Bank after a notification process according to OP 7.50 has been duly carried out by the Borrower.

F. Environmental and Social

121. **The environmental and social standards (ESS) that apply to this project are:** (i) ESS1 Assessment and Management of Environmental and Social Risks and Impact; (ii) ESS2 Labor and working conditions; (iii) ESS3 Resources efficiency and pollution prevention and management; (iv) ESS4 Community Health and Safety; (v) ESS5 Land acquisition, restriction of land use and involuntary resettlement; (vi) ESS6 Biodiversity conservation and sustainable management of living natural resources; and (vii) ESS8 Cultural heritage.

122. **The following instruments are to be prepared:**

- The Environmental and Social Commitment plan (ESCP) and the Stakeholder Engagement Plan (SEP) was prepared, approved by the World Bank and publicly disclosed on the World Bank website and in country on November 17, 2020.
- The framework instruments, meaning the Environmental and Social Management Framework (ESMF) and the resettlement framework policy (RPF), will be prepared, approved and disclosed in country and on the World Bank's website before project effectiveness. The terms of references (ToRs) of the ESMF and RPF was cleared by the World Bank and the Government has approved resources for the preparation of the instruments. In order to accelerate the preparation of safeguards instruments, the Government will use sole sourcing with qualified consultants.
- Other safeguards instruments such as the Labor Management Procedure (LMP), the GRM, the Security Management Plan (SMP) and GBV action plan will also be prepared, approved and disclosed in country and on the World Bank's website before project effectiveness.
- Specific instruments such as the Environmental and Social Impact Assessment (ESIA) and the RAP when needed will be prepared, approved, disclosed for each sub-project before any civil works can start. The regional management approved an exception to finance the RAPs for up to US\$2 million. The RAP of the civil works of 50 km of road of Diendiego-Bagre was prepared, approved by the World Bank, disclosed in country and on the World Bank website on May 18, 2020 under Burkina Faso Bagre Growth Pole Project (P119662). The RAP is under implementation. The ESIA of the civil works of 50 km of road of Diendiego-Bagre was prepared, approved by the World Bank under Burkina Faso Bagre Growth Pole Project



(P119662) and will be updated before the start of the civil works.

(i) Environmental Safeguards

123. The planned project activities such as construction/rehabilitation of socio-economic infrastructures and road infrastructures are likely to be associated with adverse environmental risks and impacts that will need to be managed to meet the requirements of the ESS under the ESF. These risks and potential negative impacts are related to: (i) resource efficiency and pollution prevention and management (sourcing of raw materials for civil works, water and energy use, greenhouse gas (GHG) emissions, dust, noise, potential contamination of water sources due to spills and run-off of petroleum products, infiltration into storage areas and improper disposal of fuels); (ii) occupational and community health and safety; (iii) potential loss of vegetation and biodiversity during civil works and preparation of sites, quarries areas for materials and higher demand of fuelwood by workers; and (iv) potential impact of civil works and excavations on cultural heritage. Finally, the project will finance roads infrastructures through the asphalting of the Diendiego-Bagré road (50 km), improvement of rural roads into all season unpaved roads, the construction of small bridges and drainage systems in areas at risk of flooding. These activities are often associated with environmental risks and impacts that will need to be carefully managed throughout the project's sites. The project will involve implementing agencies with limited experience with the World Bank's ESF instruments and with incorporating climate and disaster risk management in project designs.

(ii) Social Safeguards

124. While the activities that will be financed by this project are expected to have very limited social impacts, they will be implemented in a fragile and highly volatile environment that is facing extreme insecurity and violence. Some activities such as construction and/or rehabilitation of roads infrastructures namely the asphalting of the Diendiego-Bagré road (about 50 km), are expected to be implemented the first year of the project. The RAP was developed and implemented by the Bagré Pole Project which closed as of November 30, 2020. It was agreed during the preparation that BDA will remain responsible for the management of any complaints linked to the road's RAP implementation. The project has designed a strong GRM, which will be finalized before project effectiveness. The project aims to help IDPs, but there is a risk that it could negatively affect vulnerable people in unsecured areas. Therefore, the activities of the Component 3 of the project will focus on improving the social inclusion and citizen engagement. Some activities could lead to economic and physical displacement of population and for these activities RAPs will be prepared.

125. **SEA/SH risks and mitigation measures.** The SEA/SH risk screening was conducted during the project preparation and it was concluded that the SEA/SH risk is high. An action plan to mitigate risks of GBV, including SEA/SH, is under preparation (see Annex 3) and will be finalized by the PIU before project effectiveness and integrated into the ESMF. Specific consultations and awareness raising activities will be developed for the communities but also workers so that the mitigation measures are fully understood by all parties and ensure that cases are identified and properly reported. The project will seek to minimize labor influx in the areas by encouraging hiring of local work force and local contractors. SEA/SH requirements will be embedded in the procurement process of contractors and the ESMP of contractors will be required to describe the SEA/SH risks and expectations and include appropriate mitigation measures. Furthermore, bidding documents will require that all measures are in place for addressing GBV risks before any work is undertaken including mobilization of workers. Construction workers including managers and daily laborers under the project will all be required to sign a code of conduct addressing SEA/SH risks and training sessions will be organized throughout the construction period.

**(iii) Capacity of the Borrower to Implement ESS Requirements**

126. **The DGDT will oversee the implementation, coordination of the project activities among the different actors, fiduciary aspects, social and environmental safeguards as well as monitoring and evaluation.** The Ministry in charge of Environment is supporting DGDT through the National Agency of Environmental Assessment (*Agence Nationale des Evaluations Environnementales*, ANEVE) to ensure the investments of government programs such as PUS-BF and PADEL are being implemented in compliance with the national environmental and social norms. The capacity of DGDT is weak in terms of experience with implementing the World Bank ESF. Currently, there is only one environmental expert who is not familiar with the World Bank requirements and there is no social development specialist.

127. **The mitigation measures to build the capacity of DGDT are the following:** (i) recruit a senior social development specialist and senior environmental specialist fully dedicated to the project; (ii) recruit for each regional antenna (Boucle du Mouhoun and Est), a social and environmental specialist who will directly support the communes; (iii) recruit a GBV specialist; (iv) recruit or appoint a project security officer to assist the PIU with the implementation of the security risk assessment (SRA) and SMP requirements; and (v) recruit a specialist GBV consultant to implement the mitigation measures as outlined in the GBV action plan. The staff in (i)-(iv) are to be in place within one month after effectiveness. Each beneficiary commune will have an environmental and social focal point. In addition, an NGO will be engaged to monitor the implementation of GBV mitigation measures.

(iv) Gender

128. The project will contribute to closing existing gender gaps with the following activities:

a) Under Sub-component 1.1, the project will enhance women's lives through improved access to essential resources such as water, sanitation, schools and health centers through the construction or rehabilitation of the physical infrastructure such as wells or separate latrines in well-lit areas thanks to the solar electrification. In addition, the project will closely collaborate with the BF Education Access and Quality Improvement project (170452) to provide incentives for women and girls to attend school.

b) The THIMO+ approach to be adopted in the implementation of Sub-component 2.1 for the improvement of rural roads and construction of other road infrastructures will promote women's participation to increase their capacity and employment. At least 20 percent of the THIMO+ workers will be women. These women will benefit from relevant technical and financial literacy trainings to allow them to access more qualified job in the future, save their wages and identify income-generating activities that they can finance with their savings. Mitigation measures to address the risks of SH of female workers will be outlined in the SEA/SH action plan.

c) Under Component 3, the project will offer women access to more economic opportunities through productive safety net interventions and facilitating and promoting for their participation in income-generating activities in agriculture, livestock and small trade and productive safety nets schemes. In addition, the project will provide support to women's associations involved in agricultural production and manufacturing of local products.

d) The Burkinabe society recognizes the decisive role of women in social cohesion, but this role must be



constantly reaffirmed and supported. Under Sub-components 3.1, 4.1, and 4.2, the project will promote the capacity building of women and their active and safe participation in the spaces for dialogue and community engagement to be established as well as strengthen their engagement and participation in the implementation and management of community infrastructures and local economic activities.

IV. GRIEVANCE REDRESS SERVICES

129. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

V. KEY RISKS

130. **The overall risk rating is high**, largely due to: (i) high security risk; (ii) substantial political and governance risk; (iii) substantial macroeconomic risk; (iv) substantial technical design risks of the project; (v) substantial risks related to institutional capacity for implementation and sustainability; (vi) high fiduciary risks; (vii) high environmental and social risks; and (viii) substantial stakeholder risks. The COVID-19 crisis could weigh on the above-mentioned risks because it might induce a longer than expected disruption of economic activity, require higher than budgeted public spending, and reduce the effectiveness of public administration interventions.

131. **Security risk is rated high.** Security risks may negatively affect the implementation of the project and the achievement of the intended outcomes and results. The implementation of the key government programs in regions affected by the conflict such as the PUS-BF were faced with suspended works sites because of attacks or investments being destroyed by armed groups after completion. The provisional acceptance of the works could not be completed for some works because the technical services cannot access the sites, or the contractors have left because of the deterioration of the security condition.

132. **Given these factors, business as usual does not work in fragile context.** The maximum flexibility has been embedded in the project design which will allow the project to adapt quickly and change the pre-identified communes in case the insecurity worsen. Following the SRA/SMP process, a periodic security assessment of the project area will be conducted by the project security officer in collaboration with relevant ministries and UN partners. This periodic security assessment is being utilized by the EU Commission. If the security conditions preclude a planned investment, the intent is to undertake that investment in the community in which the IDPs have relocated. Synergies will be sought with donors financing domestic security so that a security plan²⁵ to protect the population and the project investments can be established in the pre-identified communes. At the

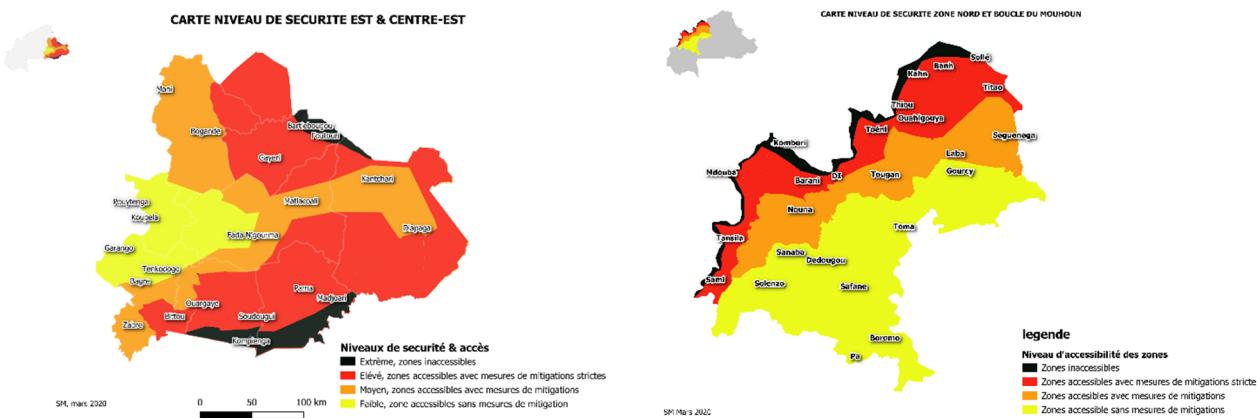
²⁵ The focus is on domestic security (police and gendarmerie) instead of military forces.



same time, investment types will be adapted to the security level.

133. Preliminary result of the SRA. Based on the information in Figure 9 which will be regularly updated, extra precaution will be taken for the communes pre-identified in the Est region. The conflict has spilled over into the Est region after a military operation in the Sahel region. Fada N'Gourma, the regional capital, hosts the majority of the IDPs coming from the rural areas. Remote monitoring (ICT, GEMS) will be embedded in the project design in order to allow both the World Bank implementation support team and the central government entities to follow the implementation of the project investment in zones which may become inaccessible due to conflict. In addition, TPM may also be needed to ensure the quality of the investment is acceptable.

Figure 9. Preliminary Security Accessibility Analysis of the Pre-identified 15 Communes



134. Political and Governance are rated substantial. The level of conflict and attacks against government's assets in contested areas may increase due to the presidential election and legislative elections held in November 22, 2020. Also, recurrent strikes in the civil service were affecting the government's willingness and ability to implement reforms and social tensions remained high. So far there is no post-election tension after the votes. The elections were peaceful. The project is expected to be effective in March 2021.

135. Macroeconomic risk is substantial: The country is vulnerable to external shocks which could threaten the attainment of tax collection objectives. A larger than expected decline in cotton, and eventually gold, prices, a larger than expected increase in oil imports and high oil prices, as well as higher security, humanitarian and COVID-19-related expenses with rising flows of internally displaced population may put further pressure on Burkina Faso's macroeconomic framework. This would translate into a further slowdown in growth, reduced fiscal revenues, larger outlays and larger fiscal and current account deficits. This macro-economic risk may delay the disbursement of counterpart funding.

136. Technical design risk is substantial: The project is addressing a wide range of sectoral challenges in fragile contexts. To mitigate this the project is being implemented by the ministry of Economy, Finance and Development to ensure horizontal coordination between technical line ministries and to ensure vertical coordination between the central technical entities and the local governments. The project activities such as the location of drinking water boreholes sites, income generating activities may favor one group over another if the activities are not identified in an inclusive or balance manner thus contribute to escalate the conflict. There is also a risk that IDPs may be targeted at the perceived expense of host communities who are also in dire need. Citizen engagements tools such as consultations with all groups, satisfaction surveys and grievance redress mechanisms will be used to



ensure that no group is favored over another thus promoting positive state presence. Additional risk resilience assessment was conducted during the preparation to ensure that the “do no harm” principle inform project activities. For example, activities to support pastoralist activities were added at the same time as activities to support sedentary farmers and. Franco-Arabic schools are expected to be rehabilitated along with regular schools.

137. **Institutional capacity for implementation and sustainability risk is rated substantial:** Even though the DGDT is currently implementing other donor projects, it has no experience implementing World Bank financed project. In addition, communes pre-identified are also very weak to take on the implementation of their activities without initial support. This risk will be mitigated by hiring key specialists in critical fields such as procurements, financial managements, safeguards and Gender Based Violence. In addition, regional offices will be established so that proper handholding of the local government are in place to ensure sustainability and capacity building and state presence.

138. **Fiduciary risk is rated high.** The PIU does not have World Bank financed experience for FM and procurement. Capacity building in terms of recruitment of qualified staff, regular oversight and periodic audits will be put in place.

139. **Environmental and social risk is rated high.** Social risks are considered high due to a high risk for SEA/SI in the project areas as assessed through the GBV risk screening tool of the World Bank. Some of the risks are associated with the SEA/SI of female workers and of community members by staff and workers involved in civil works but also other project activities such as the Income Generated Activities. Environmental risk is also considered high. The PIU does not have the proper staff or the experience to implement the World Bank new ESF. The project will be hiring social development experts, environmental experts for the central office and the regional offices. A detailed GBV action plan is under preparation (see Annex 3). An NGO to monitor the implementation of GBV mitigation and response measures as well as GBV expert within the PIU will be also recruited. In addition, a TPM may be recruited to monitor and oversee the implementation by all actors involved. There will be significant efforts throughout project implementation on ensuring inclusive engagement with citizens and solid grievance mechanisms will be put in place.

140. **Stakeholder risks are substantial:** Stakeholder may not be properly consulted because of the COVID-19 pandemic restriction measures. At the same time stakeholders' feedback may not be properly reflected during implementation. This risk will be mitigated by establishing a citizen engagement platform at the commune level ranging from consultation, outreach, community monitoring to GRM. During preparation the project has also conducted phone interviews to verify the needs of the population and to ensure inclusiveness. The working relation between the PIU and the local government may be impacted by the remoteness of communes. Regional antennas and regional committee will further strengthen the relation between the communes and the PIU.

**VI. RESULTS FRAMEWORK AND MONITORING****Results Framework****COUNTRY:** Burkina Faso**Burkina Faso Emergency Local Development and Resilience Project****Project Development Objectives(s)**

The proposed PDO is to improve inclusive access of communities (including Internally Displaced Persons ("IDP")) to critical infrastructure and essential social services in Selected Areas.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets			End Target
			1	2	3	
Access to critical infrastructures						
Number of beneficiaries with access to communication infrastructures (all-season roads and mobile broadband signal) (Number)		0.00	100,000.00	150,000.00	200,000.00	300,000.00
Number of women beneficiaries with improved income as a result of the project (Number)		0.00	40,000.00	70,000.00	100,000.00	150,000.00
of which 30% are IDPs (Number)		0.00	12,000.00	21,000.00	30,000.00	45,000.00
Access to essential social services						
Number of Beneficiaries who have received improved essential social services as a result of the project (Number)		0.00	150,000.00	200,000.00	250,000.00	350,000.00
of which 50% are women		0.00	75,000.00	100,000.00	125,000.00	175,000.00



Indicator Name	PBC	Baseline	Intermediate Targets			End Target
			1	2	3	
(Number)						
of which 30% are IDPs (Number)	0.00					105,000.00
Participation of Selected Communities (including IDP)						
Rate of satisfaction expressed by the beneficiaries for the project investments based on addressed feedback from annual iterative satisfaction surveys (Percentage)	0.00	75.00	80.00	85.00	90.00	
Inclusion of all groups of the community						
Communes integrating feedback from beneficiaries' consultations (including IDP and women) into the key strategic documents (budgets and development plan) (Percentage)	0.00	100.00	100.00	100.00	100.00	

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets			End Target
			1	2	3	
Improve the offer of basic social services						
Newly built or rehabilitated social infrastructures (education and health) with new electricity access from renewable energy power supply (Number)	0.00	50.00	90.00	100.00	105.00	



Indicator Name	PBC	Baseline	Intermediate Targets			End Target
			1	2	3	
Simplified Drinking Water Supply System and Community boreholes for Drinking water equipped with Solar Energy (Number)	0.00	55.00	135.00	150.00	160.00	
SGBV response center supported to provide integrated care in beneficiary communes (Percentage)	0.00	80.00	90.00	95.00	100.00	
Schools and Health centers adequately staffed and equipped (Percentage)	0.00	80.00	85.00	90.00	95.00	
Internal displaced persons identified and registered within three days of arrival. (Number)	0.00	75.00	75.00	80.00	85.00	
People who have received essential health, nutrition, and population (HNP) services (CRI, Number)	0.00	25,000.00	50,000.00	100,000.00	200,000.00	
People who have received essential health, nutrition, and population (HNP) services - Female (RMS requirement) (CRI, Number)	0.00					100,000.00
Number of children immunized (CRI, Number)	0.00					0.00
Number of women and children who have received basic nutrition services (CRI, Number)	0.00					25,000.00
Number of deliveries attended by skilled health personnel (CRI, Number)	0.00					5,000.00
Students benefiting from direct interventions to enhance learning	0.00	25,000.00	50,000.00	75,000.00	100,000.00	



Indicator Name	PBC	Baseline	Intermediate Targets			End Target
			1	2	3	
(CRI, Number)						
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)	0.00					33,000.00
Community Level Economic Recovery and Empowerment						
Number of economic infrastructures constructed or rehabilitated by the project (Number)	0.00	100.00	300.00	400.00	520.00	
Beneficiary with increased revenue because of income generating activities (Number)	0.00	50,000.00	80,000.00	100,000.00	200,000.00	
Beneficiary participating in trainings in life-skills or livelihood (Number)	0.00	2,000.00	4,000.00	5,000.00	7,000.00	
Number of young women (Number)	0.00	1,000.00	2,000.00	3,000.00	4,000.00	
Community Engagement and Project Management						
Communes with an dedicated budget and management committee in place for the infrastructures financed by the project (Percentage)	0.00	70.00	80.00	90.00	100.00	
Number of beneficiary commune with fonctional Grievance Redress Mecanism and Conflict Management (Number)	0.00				15.00	
Annual revenue of Beneficiary Communes (Percentage)	0.00	3.00	5.00	10.00	15.00	
Grievances received and addressed through the project GRM system (Percentage)	0.00	85.00	90.00	95.00	100.00	



Indicator Name	PBC	Baseline	Intermediate Targets			End Target
			1	2	3	
Attacks or alerts of attacks in neighboring communes (Number)	30.00	25.00	20.00	15.00	5.00	
Improve Physical and Virtual Connectivity and Urban Resilience						
Rural or Inter-Urban Roads Rehabilitated or Improved into climate resilient all-season roads (Kilometers)	0.00	250.00	550.00	700.00	1,100.00	
Construction or Curing of Storm Water Drainage Channel in flood prone locations in beneficiary urban communes (Kilometers)	0.00	25.00	50.00	75.00	100.00	
Beneficiary employed through labor intensive works (Number)	0.00	50,000.00	75,000.00	100,000.00	200,000.00	
Beneficiary Commune with at least one digital center (Percentage)	0.00	80.00	80.00	90.00	100.00	

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of beneficiaries with access to communication infrastructures (all-season roads and mobile broadband signal)	Rural population living within 5 kilometers of a road improved by the project into an all-season road and access to 3G connection. (Given the type of roads selected for the	annual	Communes	A 2-kilometer buffer zone along the project roads and the list of villages located in the buffer zone. The population of these villages is then drawn	DGDT



	project and the characteristics of the rural population in Burkina Faso, the vast majority of these people belong to farming communities).			from the population census and adjusted for population growth with a rate of 3.6% per year.	
Number of women beneficiaries with improved income as a result of the project of which 30% are IDPs	This indicator measure the number of women who has improve their income because of the activities of the project such as the civil works, the income generating activities and the productive safety nets. 30% of the beneficiaries accessing the infrastructure are IDPs	every six month	Beneficiary Communes	Reports from the communes are centralized and committed to the Bank and the review committee.	DGDT
Number of Beneficiaries who have received improved essential social services as a result of the project of which 50% are women of which 30% are IDPs	Number of beneficiary of all the basic essential; services financed by the project such as drinking water, schools, health centers, sanitation, mobile clinics, cash transfer program, daycare, GBV centers	every six month	Beneficiary Communes	The regional antenna of DGDT produce a report by region. The reports are centralized and shared with project review committee.	DGDT
Rate of satisfaction expressed by the beneficiaries for the project investments based on addressed feedback from annual	A survey will be conducted with questionnaire to assess the satisfaction of the	annually	survey	The survey will be conduced using ICT and independent focal	DGDT



iterative satisfaction surveys	beneficiaries. The ratio of the number of beneficiary satisfied by the number of beneficiary surveyed			point.	
Communes integrating feedback from beneficiaries' consultations (including IDP and women) into the key strategic documents (budgets and development plan)	The number of beneficiary communes which has organized outreach consultation with all groups of the population (IDP, Youth, all the ethnic groups) to taken into account their needs / total number of beneficiary communes of the project	Annually	Beneficiary Communes	Minutes of the consultations	DGDT

Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Newly built or rehabilitated social infrastructures (education and health) with new electricity access from renewable energy power supply	Counting the number of education and health financed by the project	every six month	Communes	Provisional acceptance report of the supervision engineer	DGDT
Simplified Drinking Water Supply System and Community boreholes for Drinking water equipped with Solar Energy	Count the number of boreholes and simplified water system equipped with solar energy financed by the project	every six month	Beneficiary Communes	Provisional Acceptance Report of the supervision engineer	DGDT
SGBV response center supported to provide integrated care in beneficiary communes					



Schools and Health centers adequately staffed and equipped	Every schools and health centers in the beneficiary communes have teachers and health workers posted and all the needed equipment.				
Internal displaced persons identified and registered within three days of arrival.					
People who have received essential health, nutrition, and population (HNP) services					
People who have received essential health, nutrition, and population (HNP) services - Female (RMS requirement)					
Number of children immunized					
Number of women and children who have received basic nutrition services					
Number of deliveries attended by skilled health personnel					
Students benefiting from direct interventions to enhance learning					
Students benefiting from direct interventions to enhance learning - Female					
Number of economic infrastructures constructed or rehabilitated by the project	Number of economic infrastructure financed by the project	Annually	Communes	Provisional acceptance	DGDT
Beneficiary with increased revenue because of income generating activities	Number of beneficiaries of income generating activities who has seen their income	bi-annually	NGO Survey	Reports	DGDT



	increased				
Beneficiary participating in trainings in life-skills or livelihood	Beneficiary who has learned new skills or improve existing skills.				
Number of young women					
Communes with an dedicated budget and management committee in place for the infrastructures financed by the project	Commune which has a budget for the maintenance, and committee in charge of the operation.	annually	Communes	Once the O&M validated by the project	DGDT
Number of beneficiary commune with functional Grievance Redress Mechanism and Conflict Management	GRM with a registry to record complaints, committee in charge of the resolution.	every six month	Communes GRM registry	percentage of complaints treated in a less than 15 days divided by the total number of complaints	Communes
Annual revenue of Beneficiary Communes	Revenue collected by the communes	annually	Communes	Reports	DGDT
Grievances received and addressed through the project GRM system	complaints received, treated and effectively closed through the GRM put in place in each communes	Annual	Data from communes	Reports	DGDT
Attacks or alerts of attacks in neighboring communes	Number of Attacks/ intercommunity violence or alerts recorded by the security forces in communes which has borders with beneficiary communes	Monthly	Ministry of interieur		Ministry of interior
Rural or Inter-Urban Roads Rehabilitated or Improved into climate resilient all-season roads	Linear kilometer of rural roads improved by the project	Annually	Provisional Acceptance Report	Communes	DGDT



Construction or Curing of Storm Water Drainage Channel in flood prone locations in beneficiary urban communes	The sum of the linear kilometer of the curing and the construction of storm water channel	Annually	Report	Provisionnal Acceptance	DGDT
Beneficiary employed through labor intensive works	Counting the number of Person in the communes (including IDPs, women and youth) employed in the civil works included rural roads, social infrastructures and productive infrastructures.	Annually	NGO Report	Counting each person employed	DGDT
Beneficiary Commune with at least one digital center	Counting Digital center in each commune	Annually	DGDT	DGDT	DGDT



Annex 1. Implementation Arrangements and Support Plan

1. The project is using an operational and tested institutional arrangement already in place by the Government of Burkina Faso to implement the emergency program for the Sahel. This arrangement is currently being successfully used by other donors. An operational review committee will operate throughout the project implementation and will be chaired by the Ministry of Finance. A technical committee will be established within three months after project effectiveness, which will be chaired by the DGDT and include key central technical services. The DGDT will play the role of PIU in charge of coordinating activities among actors, fiduciary, environmental, social and GBV management, monitoring and evaluation. Additional recruitment will be made so that there are competent and dedicated personnel in charge of the implementation of the project at the central level.
2. At the local level, **regional consultation committees (one in the region of Boucle du Mouhoun and one in the Est region)** chaired by the governor and including all key stakeholders such as the president of the region council, the mayors, the regional directorates, civil society organizations, representative of IDPs will make sure the activities are aligned with the priority of the regions and the communes. The regional consultation committees will provide periodic update of the security conditions of each commune. The regional antenna of DGDT (PIU) will oversee the coordination of local actors and will also conduct the procurement of the activities on behalf of the group communes in the region. Additional recruitment is underway to further strengthen the capacity of the regional antenna in procurement and environmental and social management. The communes are the owners of the sub-components and will ensure that the choice of activities is aligned with the priorities of the beneficiaries in the communal plans or identified through the consultations. **In this case it is the 15 pre-identified communes for the first year of the project located in areas at risk of conflict extension and additional communes which will be identified during the implementation.** The regional directorates will support the communes on technical matters on their fields. The regional directorates have the mandate to accompany the communes in the implementation of project in their field of competency. The regional directorates are the representatives of the central ministries in the regions. The key regional directorates based on the components/activities of the project are among others: The regional directorate of health, the regional directorate of education, the regional directorate of social action, the regional directorate of road infrastructure, the regional directorate of agriculture and livestock, the regional directorate of local government and the regional directorate of ICT. The project will use these implementation arrangements if the communes are in the prevention and under-pressure zones. The regional directorate will implement the project on behalf of the group of communes. Where civil servants cannot access from a security standpoint, third party implementation via UN agencies/NGOs will be utilized for a group of communes (PIM will define criteria for the choice of the implementation strategy and use of third party).
3. Line ministries always had difficulties managing multi-sectoral projects because it required higher-level coordination. The minister of finance already has this role in the Government and is in a better position to coordinate the activities among line ministries and actors. Since the implementation of the Burkina Faso Emergency Program, this approach has brought the decision making of the project near the population, empower the local government to meet the needs of the population. This model was tested under the Burkina Faso Emergency Program of the Sahel and the PADEL with excellent results. About 45 community infrastructures were implemented and completed in six months using this arrangement with the same actors in the region of Sahel under the local economy development program.

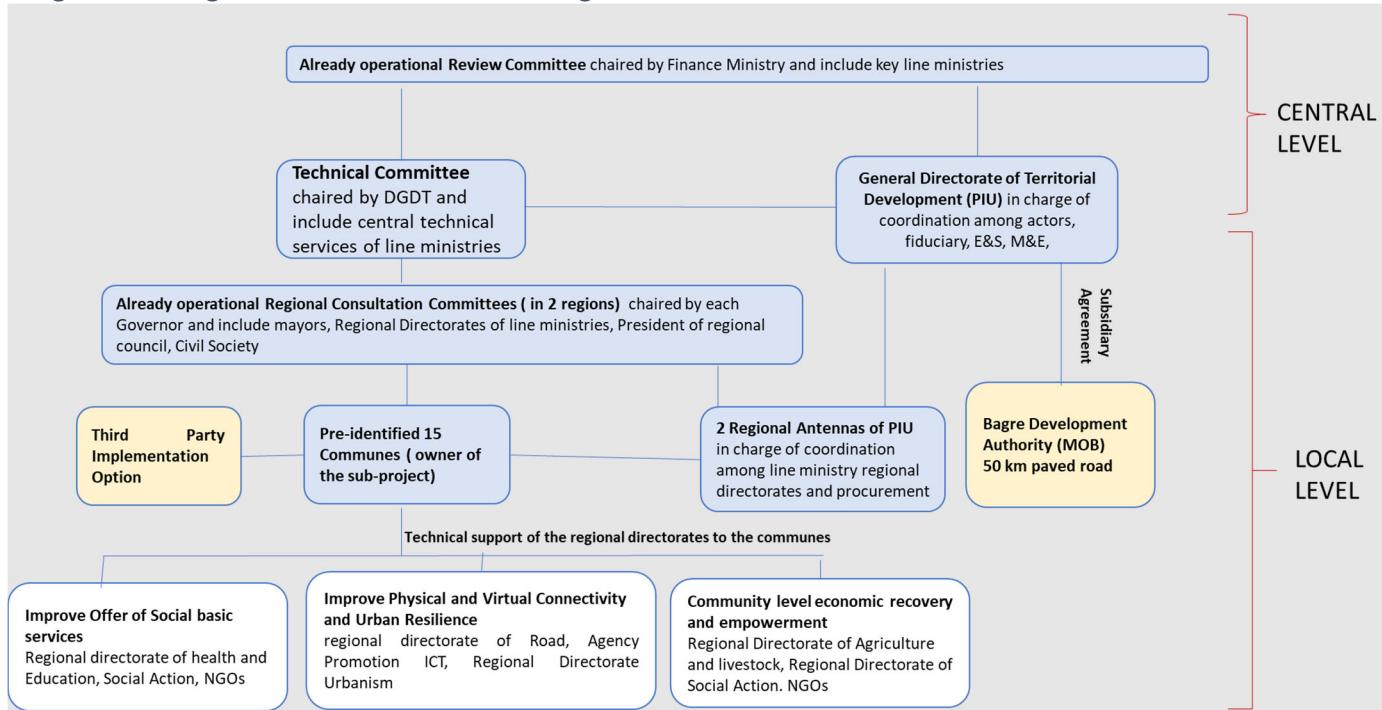
**Table 1.1. Implementation Roles and Responsibilities**

Entity	Responsibilities
NATIONAL LEVEL	
Review committee (already in place and operational)	<p>Responsibilities: The review committee gives strategic guidance to the project. The main role of the review committee will be to provide advice to the project, approve annual work programs and budgets, and ensure coordination with other programs.</p> <p>Composition: Chaired by the General Secretary of the MINEFID and includes among others General Directorate of Economy and Planning, Representative of the beneficiaries, General Directorate of Cooperation, General Directorate of Treasury and Budget and General Directorate of Budget.</p>
Technical committee (to be established within three months of project effectiveness)	<p>Responsibilities: The Project Technical Committee will be responsible for (i) the technical oversight of the project; (ii) ensuring coherence and that the implementation of the project is in line with the objective of the project; (iii) preparing and monitoring Annual Work Plans and Budgets, and (iv) reviewing implementation progress and advising on any adjustments needed to ensure effective implementation.</p> <p>Composition: Chaired by DGDT and includes the Ministry in charge of infrastructure; (ii) the Ministry in charge of health; (iii) the Ministry in charge of education; (iv) the Ministry in charge of social action; (v) the Ministry in charge of local government and decentralization; and (vi) the Association of Commune of Burkina Faso (AMBF).</p>
DGDT	<p>Responsibilities: The Director-General of Territorial Development is the Project Implementation entities of the project (except the asphalting of 50 km road access to the growth pole of Bagré). DGDT coordinates among the different actors and is responsible fiduciary aspect, social and environmental safeguards as well as monitoring and evaluation.</p> <p>Composition: A fully dedicated team will be in charge of the implementation of the project and will include a coordinator, a project manager, a senior procurement specialist, an internal auditor, an accountant, a monitoring and evaluation specialist, a senior environmental specialist, a senior social development specialist, a security specialist, a GBV specialist, an infrastructure specialist and a specialist in human development. The full team will be in place no later than one month after project effectiveness. Finally, the role and responsibility of the implementing unit and their relations with line ministries and local government will be fully detailed in the PIM which will be ready before project effectiveness.</p>
BDA (already in place and operational)	<p>Responsibilities: BDA will be the implementing unit for only the asphalting of the 50 km access road to the Bagré growth pole under a subsidiary agreement between the Government and the BDA.</p> <p>Composition: A coordinator and the necessary staff (procurement, FM, safeguards and road engineer).</p>
LOCAL LEVEL	



Regional Consultation Committees (already in place and operational)	<p>Responsibilities: This committee will ensure that the project activities are aligned with the priorities of the regions through the local development plans while also ensuring synergies and complementarities between the project activities and other donors' activities. This arrangement will ensure that the beneficiaries are involved in the decision process for selecting and implementing the project activities. This committee will provide periodic security update of the communes.</p> <p>Composition: Chaired by each Governor and include mayors, Regional Directorates of line ministries, President of regional council and civil society. The regional antenna of DGDT is the secretary of the regional consultation committee</p>
Regional Antenna of DGDT per region	<p>Responsibilities The Regional Antenna of DGDT is the representation of the DGDT at the local level. It will provide technical support to local communities for project implementation</p> <p>Composition: , procurement assistant, environmental and social specialist. Procurement specialist and environmental and social specialist will be recruited within two months after effectiveness</p>
Communes	<p>Responsibilities: Owner of the activities in their communes. They will identify the activities in a participatory and inclusive manner. They oversee the works making sure the investment meets the needs of the populations. They will put in place the operation and maintenance (O&M) mechanism to ensure the sustainability of the project's activities. If needed they will hire a third-party agency for group of communes for efficiency.</p> <p>Composition: Mayors, members of the municipality's council representing all the villages and groups.</p>
Regional directorate of key line ministries	<p>Responsibilities: They play the role of technical support in the implementation of identified/agreed activities to make sure that the technical specification is adequate. They are also in charge of drafting the ToRs, review studies, provisional and final acceptance of the activities. They make sure the clinics are staffed, Schools have textbooks, roads are maintained accordingly etc.</p> <p>Composition: The regional directors and his technical team.</p>

Figure 1.1. Diagram of the Institutional Arrangements



Financial Management, Disbursements and Flow of Funds

4. In addition to the FM and disbursement, and flow of funds arrangements outlined in the main body of the project appraisal document (PAD), below is a more detailed description of the applicable arrangements.

Table 1.2. Risk Assessment

Risk	Risk rating	Risk Mitigating Measures Incorporated into Project Design	Risk after mitigation measures	Effectiveness Condition (Y/N)
Country level DGDT and BDA - The Public Expenditure and Financial Accountability (PEFA) and the Public Investment Management Assessment (PIMA) undertaken in 2017 have highlighted critical areas of weaknesses in PFM that the Government needs to address.	M	DGDT and BDA - Use of World Bank FM procedures supported by the decree on projects implementation and modalities in Burkina Faso. Use of a ring-fenced financing mechanism.	M	N



Risk	Risk rating	Risk Mitigating Measures Incorporated into Project Design	Risk after mitigation measures	Effectiveness Condition (Y/N)
Entity level DGDT - Insufficient capacity of the current PIU FM staff to handle simultaneously multiple projects.	H	DGDT - Hire or appoint, within one month after project effectiveness, (a) a senior accountant; (b) an accountant and (c) an internal auditor fully dedicated to the proposed project with terms of reference and qualifications acceptable to World Bank.	S	N
Project level DGDT and BDA - High insecurity of the areas in which project activities will be conducted.	H	DGDT and BDA - If necessary, contract with UN agencies to implement or monitor the most sensitive project activities. The extent and the nature of a potential involvement of UN agencies will be completed during project implementation.	S	N
INHERENT RISK	H		S	
Budgeting DGDT and BDA - Inaccurate budget figures due to unreliable forecast and databases.	S	DGDT and BDA : The budget process will mainly rely on a sharp definition of project activities during preparation with the Government.	M	N
Accounting DGDT - Insufficient capacity of the current PIU FM staff to handle two projects.	S	DGDT will hire or appoint a senior accountant, an accountant, and an internal auditor dedicated to the Project. DGDT will initiate the recruitment / appointment process during the preparation stage.	M	N
Internal Controls / Internal audit DGDT - Weak capacity of the internal audit function.	H	DGDT will update the PIM and the Project FM manual to include the proposed project. Sign MoU with Higher Authority for State Control and the Fight Against Corruption (<i>Autorité Supérieure de Contrôle de l'Etat et de Lutte contre la Corruption</i> , ASCE-LC) to perform a bi-annual ex-post verification of expenses.	S	Y
Funds Flow DGDT and BDA – Delay in disbursements	H	DGDT and BDA - Each PIU will open a DA at the BCEAO by effectiveness. Each PIU will open transaction accounts at commercial banks by effectiveness.	S	N
Financial Reporting DGDT - Delay in producing acceptable IFRs.	S	DGDT - will update the accounting system to include the proposed project and automatically generate IFRs.	M	N
Auditing DGDT and BDA - Delays in the submission of audit reports.	S	DGDT and BDA - Recruit an external auditor within one month after project effectiveness.	S	N



Risk	Risk rating	Risk Mitigating Measures Incorporated into Project Design	Risk after mitigation measures	Effectiveness Condition (Y/N)
CONTROL RISK	H		S	
Overall FM risk	H		S	

Action Plan to reinforce the fiduciary arrangements

5. The FM Action Plan described below has been developed to mitigate the overall FM risks.

Table 1.3. Financial Management Action Plan

Action	Responsible body	Completion
Hire or appoint, within one month after project effectiveness (a) a senior accountant; (b) an accountant; and (c) an internal auditor fully dedicated to the proposed project with terms of reference and qualifications acceptable to World Bank.	DGDT	One month after project effectiveness.
Sign a MoU with ASCE-LC to perform the ex-post verification of expenses.	DGDT	One month after project effectiveness.
Update the PIM and the project FM manual to include the proposed project	DGDT and BDA	Before project effectiveness.
Update accounting system to include the proposed project,	DGDT and BDA	In the beginning of implementation
Recruit an external auditor	DGDT and BDA	One month after project effectiveness.

6. **Internal control system and internal audit:** The assessment revealed that DGDT has a weak internal control function. The current internal controls rely on controls performed by the Procurement and Commitments Control Department (*Direction de Contrôle des Marchés et Engagements Financiers*). Those are ex-ante controls focused on procurement processes. To complement those controls, DGDT will hire an internal auditor fully dedicated to the proposed project.

7. **Planning and budgeting:** Each PIU will prepare a detailed annual work plan and budget (AWP&B) and a disbursement forecast which should be approved by the Project Review Committee no later than two weeks after project effectiveness. The work plan and budgets will identify the activities to be undertaken and the role of respective parties in implementation.

8. **Accounting policies:** The prevailing accounting policies and procedures in line with the West African Francophone countries accounting standards—SYSCOHADA—in use in Burkina Faso for ongoing World Bank-financed operations will apply. The accounting systems and policies and financial procedures used by each PIU will be documented in the project's administrative, accounting, and financial manual.

9. **Interim financial reporting:** Each PIU will submit the IFR to the World Bank within 45 days after the end of each quarter. The IFRs should provide enough pertinent information for a reader to establish whether (i) funds disbursed to projects are being used for the purpose intended; (ii) project implementation is on track; and (iii) budgeted costs will not be exceeded. The quarterly IFR for the project will include the following (i) an introductory narrative discussion of project developments and progress during the period, to provide context to (or other



explanations of) financial information reported; (ii) a Sources and Uses of Funds Statement, both cumulatively and for the period covered by the report, showing separately funds provided under the Grant; (iii) a use of funds by components statement, cumulatively and for the period covered by the report; (iv) the DA reconciliation, including bank statements and general ledger of the bank account; (v) the disbursement forecasts of the upcoming six months; (vi) explanation of variances between the actual and planned. The quarterly IFR will reflect the activities implemented by other partners involved in the project.

10. **Annual financial reporting:** In compliance with International Accounting Standards and IDA requirements, the project will produce audited annual financial statements. These include (a) a Balance Sheet that shows assets and liabilities; (b) a Statement of Sources and Uses of Funds showing all the sources of project funds and expenditures analyzed by project component and/or category; (c) a Statement of Commitments; (d) notes related to significant accounting policies and accounting standards adopted by management and underlying the preparation of financial statements and (e) a Management Assertion that project funds have been expended for the intended purposes as specified in the relevant financing agreements .

11. **External Auditing:** An external auditor, with experience and qualifications satisfactory to the World Bank, will perform an audit of each PIU project annual financial statements. If possible, the same external auditor will be hired to audit the two PIUs. If necessary, each PIU in accordance with the World Bank, may consider recruiting an individual consultant to perform additional and independent ex-post verifications. The cost of external audit and independent verification, if any, will be met by the project under the Project Management component.

12. **The project will submit audited financial statements satisfactory to the World Bank every year.** A single opinion on the Audited Project Financial Statements in compliance with International Federation of Accountant will be required. In addition, a Management Letter will be required. The audited financial statements must be submitted to the World Bank within six (6) months after closure of the fiscal year. The project will recruit an external private auditor to audit its annual financial statements within one month after effectiveness.

Table 1.4. Audit Report Requirements

Report	Deadline	Responsible
Audited financial statements including audit report and management letter.	Six months after the end of the year.	DGDT and BDA

13. **Monitoring.** During implementation, a continuous monitoring and flexible adjustment of the planned FM system will be undertaken. Each PIU will be required to prepare and submit to the World Bank (a) an annual work plan and budget and a six-month disbursement forecast, both aligned with PDO and project activities no later than two weeks after effectiveness; (b) un-audited IFR on a quarterly basis; and (c) audited annual financial statements on an annual basis. The project will comply with the World Bank disclosure policy of audit reports. The World Bank may increase or reduce the frequency of interim un-audited financial reports, based on an assessment of the Project FM performance and risk.

14. **Local taxes:** DGDT is exempt of taxes. For BDA, expenditures will be inclusive of taxes.

15. **Support to the implementation plan:** FM implementation support will be provided over the project's lifetime. The project will be supervised on a risk-based approach. The objective of the implementation support plan is to ensure the project maintains a satisfactory FM system throughout its life. Based on the current risk



assessment, which is substantial, World Bank team envisages at least two supervision missions per year. The supervision will include a FM rating of the project. An implementation support mission will be carried before project effectiveness to ensure the project readiness. The supervision intensity will be adjusted over time considering the project FM performance and FM risk level.

Table 1.5. Implementation Support Plan

FM Activity	Frequency
<u>Desk reviews</u>	
Interim financial reports review	Quarterly
Audit report review of the program	Annually
Review of other relevant information	Continuous as they become available
<u>On site visits</u>	
Review of overall operation of the FM system	Bi-annual
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit and other reports	As needed
Transaction reviews	As needed
<u>Capacity building support</u>	
FM training sessions	During implementation

Implementation Support Plan

16. The World Bank will field implementation support missions twice per year, with monthly meetings between missions. The monitoring will take the form of in-person missions where feasible and use of geographic information systems and project data (such as the Geo-enabled monitoring system) where the team cannot visit. Information from beneficiaries both through standard feedback channels and through monitoring of interventions (refer to

Annex 2. Approach from Identification, Selection, and Implementation of Interventions

17.) will also be used.

Table 1.6. Skills Mix for the Project Implementation Support

Time	Focus	Skills Needed	Location	Number of Trips per year	Resource Estimate (Staff Weeks) per year
First 12 months	Project management, coordination, and supervision	TTL, Co-TTL	Ouagadougou, Bamako	2 each	20
	Infrastructure Engineer	Infrastructure Engineer	Ouagadougou	2 each	50
	FM experience, knowledge of World Bank FM norms, and training	FM Specialist	Ouagadougou	0	6
	Procurement experience, World Bank procurement guidelines knowledge, and training	Procurement Specialist	Ouagadougou	0	6



	Environment Safeguards supervision and monitoring, training as needed	ESS	Ouagadougou	2	6
	Social Safeguards supervision and monitoring, training as needed	SSS	Ouagadougou	0	6
	Technical implementation support and monitoring	LTS	Washington	1	4
		GBV Specialist	Dublin	1	4
12–60 months	Project management, supervision, and coordination	TTL and Co-TTL	Ouagadougou, Washington	2	24
	Road Engineer	Road Engineer	TBD	2	50
	FM (FM reviews and supervision, training, and monitoring)	FM Specialist	Ouagadougou	0	4
	Procurement management (reviews and supervision, training as needed)	Procurement Specialist	Ouagadougou	0	4
	Social supervision and monitoring, training as needed	SSS	Ouagadougou	0	8
	Environmental safeguards, supervision and monitoring, training as needed	ESS	Ouagadougou	2	8
	Technical implementation support and monitoring	GBV Specialist	Washington	1	4
		LTS	Washington	1	4

Note: "TTL" is Task team Leader; "ESS" is Environmental Safeguards Specialist; "SSS" is Social Safeguards Specialist; "LTS" is "Lead Transport Specialist".



Annex 2. Approach from Identification, Selection, and Implementation of Interventions

Geographic and intervention targeting

1. **Methods used for geographic and intervention targeting.** This approach is a replication of the one already used for the PADEL program and may be further revised in the PIM as lessons are learned. The World Bank's prior no-objection will be required to modify or to apply modified criteria or processes as reflected in the PIM.
2. **Selection of regions is done based upon five criteria:** ratio of IDP/municipality population, poverty rate, rural accessibility index, access to drinking water, G5 Sahel priority regions (where possible). The selection likelihood is increasing in all dimensions. For the first year, the application of the multicriteria approach gave a "resilience score" and led to the selection of the Boucle du Mouhoun region (provinces: Kossi, Banwa, and Sourou) and the Est region (provinces: Gourma, Komondjari, and Gnagna).²⁶ The Est region is among the poorest, has a low population density, and access to services below the national average. The Boucle du Mouhoun region has the least access to all-season roads, many inter-community conflicts related to access to natural resources, and the highest agricultural productivity.

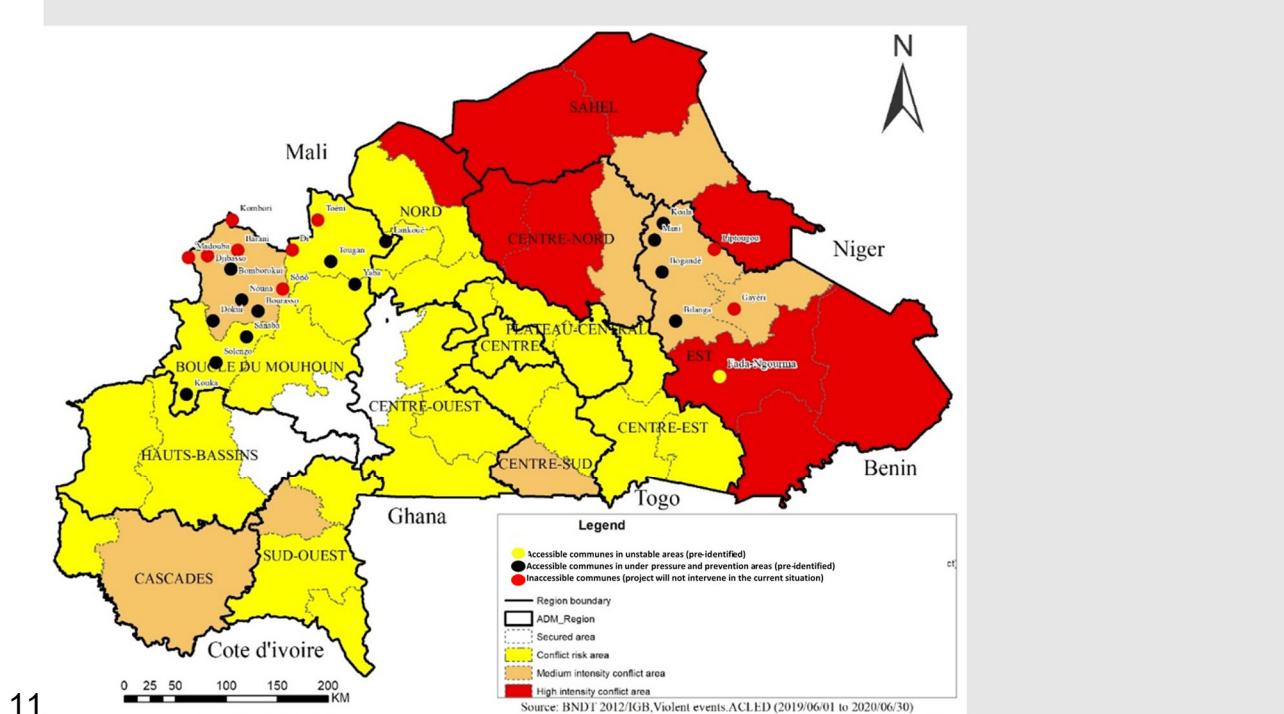
Security considerations are used to determine project intervention areas. There are three types of zones based on the security level: (i) *unstable zones* which are the high-intensity conflict zones and are generally the place of origin of IDPs; (ii) *zones under pressure* which have medium-intensity conflict and are where the majority of IDPs are living; and (iii) *prevention zones* which are at risk of conflict. The project will intervene primarily in the latter two zones except in specific safe havens in unstable zones (e.g. Fada N'Gourma). Figure 2.1Figure 10. Security Situation and Initial Intervention Areas

3. 11 below, shows the three areas with a color-coding of red (unstable zones), orange (under pressure), and yellow (prevention). The level of security is based on the information provided by the Ministry of Security which represents the most up-to-date information on security on the ground used by other donors and humanitarian agencies.

²⁶ The Center East Region is included to complete a road from the Bagré Growth Pole project that closed and whose funds were cancelled and reallocated to this proposed project.



Figure 10. Security Situation and Initial Intervention Areas



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4. **In a second step, communities are selected based upon their characteristics.** Drawing from the selected provinces within the regions, the municipality's institutional capacity, access to public services (e.g. health, education, and sanitation), and access to infrastructure (e.g. transport, electricity, and water) are used to rank communes. Those with the highest overall score are prioritized before the security filter is applied. As shown below, in Table 2.1 and Table 2., a number of communes were eliminated due to the security situation.



Table 2.1. Prioritization and Security in the Boucle du Mouhoun Region

Ranking	Province	Commune	Security and access	Conclusion
1	Kossi	Bomborokuy	Accessible	Selected
2	Banwa	Solenzo	Accessible	Selected
3	Kossi	Djibasso	Inaccessible	Eliminated
4	Kossi	Barani	Inaccessible	Eliminated
5	Kossi	Bourasso	Accessible	Selected
6	Kossi	Kombori	Inaccessible	Eliminated
7	Kossi	Dokuy	Accessible	Selected
8	Banwa	Kouka	Accessible	Selected
9	Kossi	Nouna	Accessible	Selected
10	Kossi	Madouba	Inaccessible	Eliminated
11	Sourou	Di	Inaccessible	Eliminated
12	Kossi	Sono	Inaccessible	Eliminated
13	Kossi	Toeni	Inaccessible	Eliminated
14	Sourou	Tougan	Accessible	Selected
15	Banwa	Sanaba	Accessible	Selected
16	Sourou	Lankoue	Accessible	Selected
17	Nayala	Yaba	Accessible	Selected

Figure 2.2. Multicriteria Analysis Results for the Boucle du Mouhoun Region

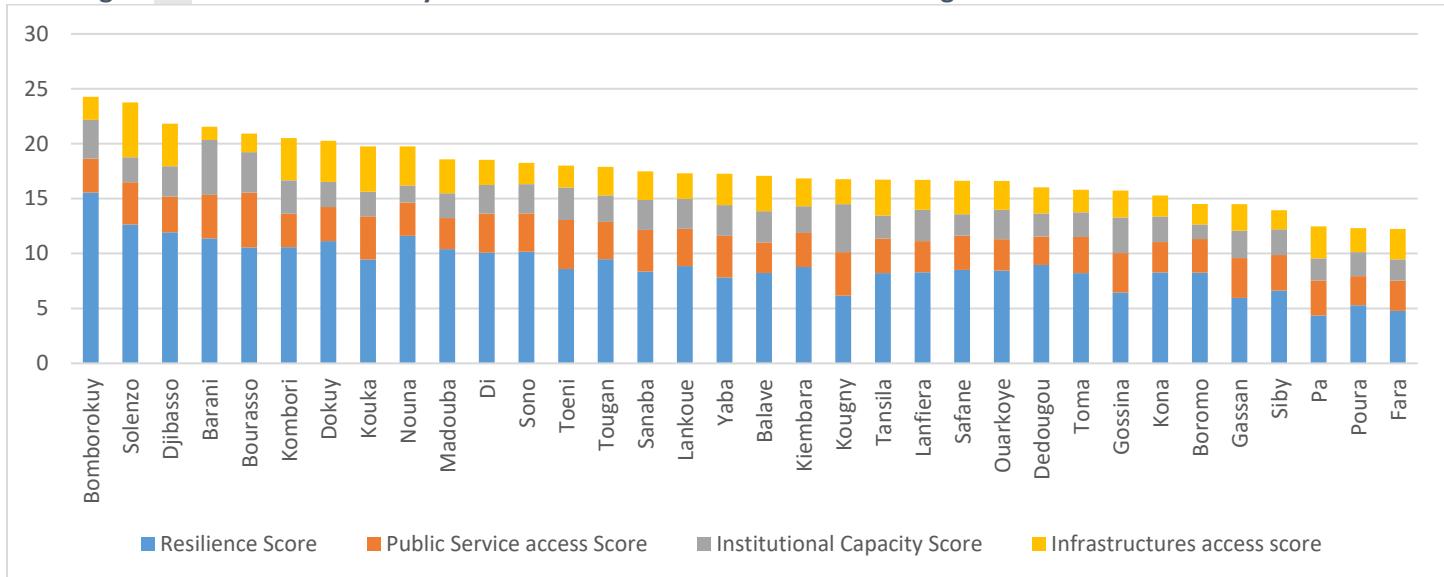
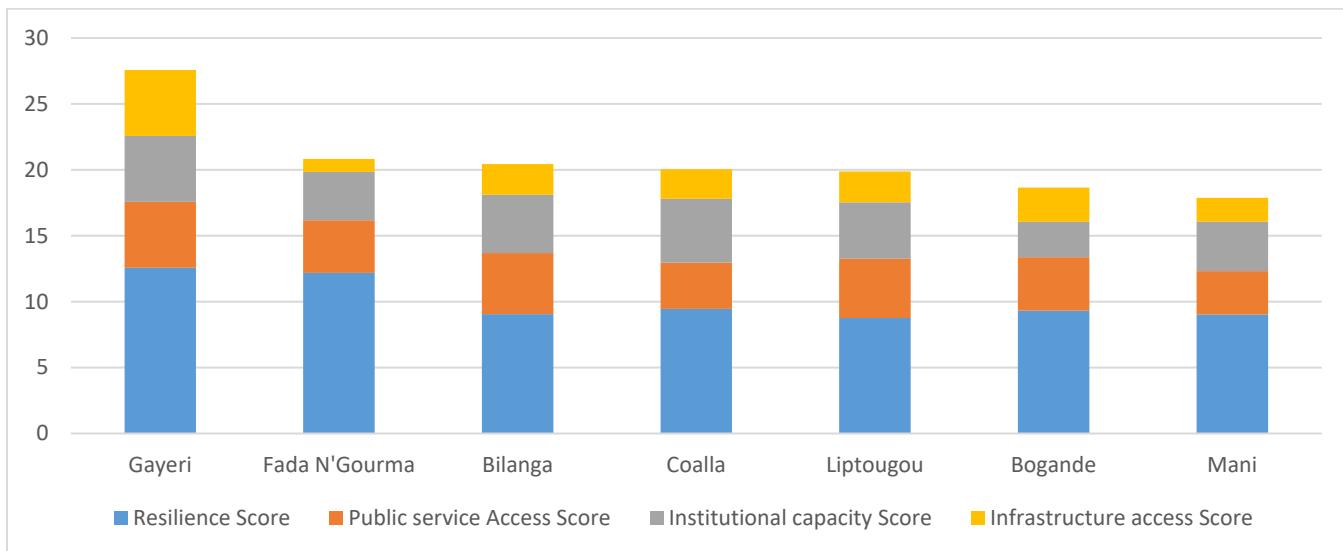




Table 2.2. Prioritization and Security in the Est Region

Ranking	Province	Commune	Security and access	Conclusion
1	Komondjari	Gayeri	Not Accessible	Eliminated
2	Gourma	Fada N'Gourma	Accessible	Selected
3	Gnagna	Bilanga	Accessible	Selected
4	Gnagna	Coalla	Accessible	Selected
5	Gnagna	Liptougou	Not Accessible	Eliminated
6	Gnagna	Bogande	Accessible	Selected
7	Gnagna	Mani	Accessible	Selected

Figure 2.3. Multicriteria Analysis Results for the Est Region

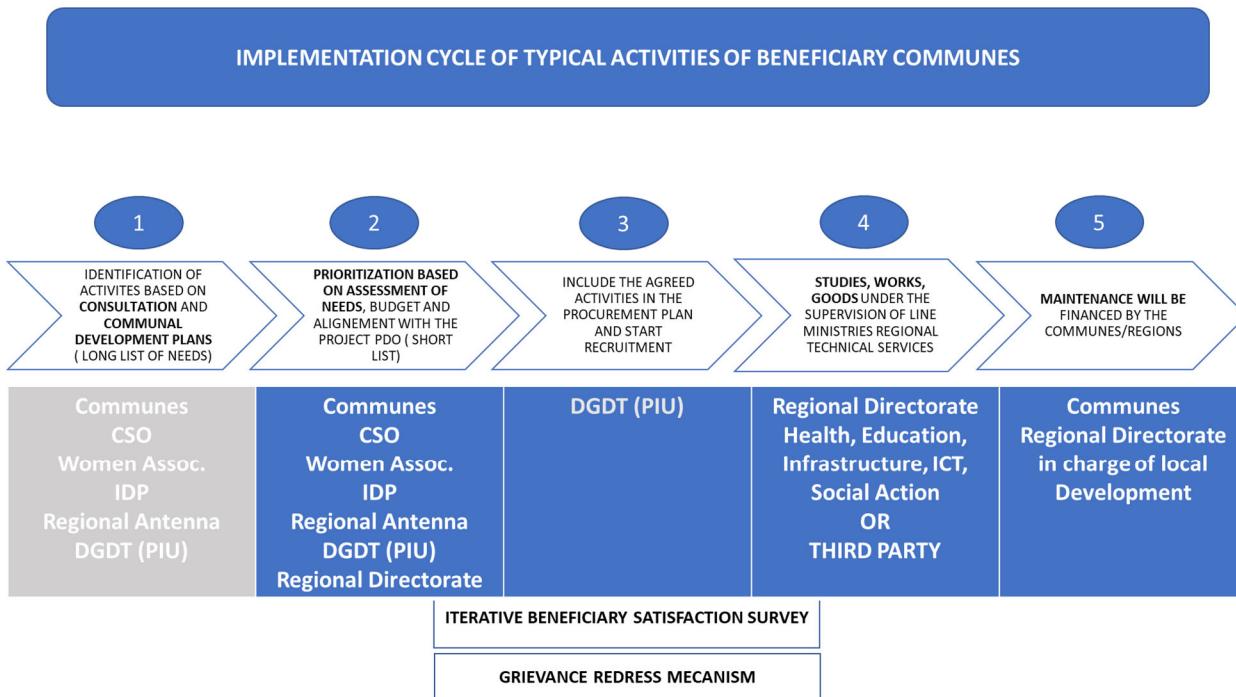


5. **Selection of interventions: notification of communities.** After each selection, the PIU will inform the governors of the selected regions who will inform the communes' mayors and secretary-generals and the regional directorates. A regional information workshop will be organized in which information on the intervention process and the resource envelopes will be shared with the stakeholders.

6. **Selection of interventions: the community process.** The communes have a month to define their needs through an inclusive process that must include representatives of various groups including vulnerable or marginalized populations. Eligible types of interventions include a broad range of investments and services. Interventions are based upon the level of security. In prevention zones (yellow), the broadest range of interventions will be utilized with a focus on rural areas including connectivity, improving the capacity of local governments to manage conflicts, and improving basic services. For example, in Solenzo (prevention), investments are planned in educational infrastructure and community water points. In zones under pressure (orange), the intervention areas will likely be limited to urban areas and the focus will be to provide basic services for the population (host or IDP) and protection of livelihood in agriculture and livestock. In the red zones, the project will only intervene in safe havens and focus on emergency social activities for IDPs such as life support services.



Figure 2.412. Typical Implementation Cycle for Project Activities



7. **Selection of interventions: provincial review and confirmation.** At the end of the month, the provincial high commissioners invite the communes' mayors and secretary-generals, the ministries' deconcentrated technical teams, NGOs, and local development actors to a meeting. The communes present their proposals, which are reviewed to avoid duplication with planned interventions by other actors and to ensure that the investments are relevant for the communities. Minutes of the meeting are signed by the high commissioner, the PIU's regional head, and the commune to head off potential future disputes.

8. **Procurement process.** The PADEL has used a set of pre-identified civil works contractors who had a good track record under an earlier emergency program. The PIU has used the list by inviting sets of firms to bid on contract lots grouped by region, type of infrastructure, and environment (rural/urban). Winning firms are evaluated for their financial and technical capacity and tax payments. Under this project, the PIU will extend the model through framework contracts to strengthen initial scrutiny, to increase the competition while reducing the number of procurements, and to reduce the time from identification of an investment to the beginning of the works. Framework contracts will also be applied, to the extent possible, to the procurements of goods and services. They may also leverage existing arrangements, such as those for textbooks developed under the PAQEE operation.

9. **Land allocation process.** Under the PADEL, the PIU, the deconcentrated technical staff of the relevant line ministry, the regional directorate of Urbanization, and the mayor meet to review the land requirements. If land acquisition is required, compensation is provided to affected populations in the form of cash (community's contribution to the investments) and new land. The delimitations are revised by the Urbanization regional directorate and a memorandum is signed between the mayor and the affected populations. The allocated areas are enclosed for protection. Under the proposed project, the ESF will be applied as described in the relevant



documents.

10. **Supervision of civil works.** Learning from PADEL, the PIU has developed a parallel supervision process involving the mayors and technical services of the line ministries and the communities. This goes beyond the standard supervisory engineer arrangements and strengthens ownership and quality of the works. The mayors sign an MOU with the line ministry's deconcentrated technical services for regular monitoring of the investments. The technical services join the supervisory engineer and the mayor at the installation of the firms and supervise throughout the process. The mayors also work with the citizens to create community monitoring groups that have resources for parallel monitoring. Under PADEL, this has included regular visits with pictures sent using social messaging applications and resulted in exceptional meetings when unexpected changes were observed. Normally, weekly or biweekly meetings are held with all parties to monitor progress on civil works.

11. **Sustainability of project investments.** The PIU evaluated what different communities had done with their investments and compiled a document of good practices for sustainable infrastructure management. The document and training are provided to communities prior to the completion of civil works. Generally, under PADEL, some community management structure is established for the infrastructure if one does not already exist. The project may continue the same approach.

First-year interventions

12. Table 2.3 below, summarizes the planned first-year interventions.

Table 2.3. Summary of First-year Interventions as Prioritized by the Community Consultative Process

Activities	Safeguards	Implementation	MAP
Essential Social Infrastructures			
Construction and equipment of 145 boreholes	SESA	RPIUA	yes
Construction and equipment of 25 secondary schools	SESA	RPIUA	yes
Construction and equipment of 186 classrooms	SESA	RPIUA	yes
Construction of two pre-schools and two high schools	SESA	RPIUA	yes
Fencing of 11 schools and health centers	SESA	RPIUA	yes
Construction of 35 primary health centers	SESA	RPIUA	yes
Construction of six incinerators	SESA	RPIUA	yes
Construction and equipment of six hospital wards	SESA	RPIUA	yes
Commercial infrastructures			
Construction of 35 gardening perimeters	SESA	RPIUA	yes
Construction of 433 small shops	SESA	RPIUA	yes
Construction of three animal slaughter facilities and butcher shops	SESA	RPIUA	yes
Construction of 9 agricultural product storage facilities	SESA	RPIUA	yes
Construction of 4 bus stations	SESA	RPIUA	yes
Construction/extension of 17 local markets	SESA	RPIUA	yes
50 km of Bagré roads	ESIA & RAPs	BDA	yes
Essential Social Services			
Identification of the vulnerable	N/A	RPIUA	no
School inputs through framework contracts including menstrual hygiene kits	N/A	RPIUA	no
GBV support: PEP kits and training	N/A	RPIUA	no



Activities	Safeguards	Implementation	MAP
Broad prevention interventions in nutrition	N/A	RPIUA	no
Daily SMS service availability mapping	N/A	RPIUA	no
Health response: <i>réserve sanitaire</i>	N/A	RPIUA	no
Health response: graduated contracting framework and management	N/A	RPIUA	no
Preparing the productive safety nets and income generating activities	N/A	RPIUA	yes
Developing the tools to finance health access for the vulnerable	N/A	RPIUA	no
Designing education incentives	N/A	RPIUA	no

Note: "SEIA" is "Simplified ESIA", "RPIUA" is "Regional PIU Antennas", "ESIA" is "Environmental and Social Impact Assessment", and "RAP" is "Resettlement Action Plan".



Annex 3. Mitigating and Responding to GBV, including SEA

1. Under Component 4, the project will finance activities to prevent, mitigate, and manage GBV risks including SEA and violence against children (VAC) risks in the communities affected by the project and around any construction camps. Specific arrangements for the project by which SEA/SH risks will be addressed have been summarized in an action plan presented in Table 3.1. The safeguards documents of the project have identified and proposed mitigation measures for SEA/SH-related risks. An Accountability and Response Framework that will be finalized during the construction/rehabilitation phase will include a GRM for capturing GBV complaints, a referral pathway to appropriate support services for GBV survivors, and oversight by an independent TPM organization/NGO.
2. The SEA/SH risk for the project is rated "High" as the project will be implemented in rural areas with already a high prevalence of GBV. The response capacity of the PIU is limited but the project will ensure that a GBV expert is hired to assist with the implementation of the SEA/SH action plan and a specialized NGO will be hired to support the project with the implementation of some of the identified mitigation measures. The GBV, including SEA/SH, risks will be reevaluated throughout the duration of the project through regular dedicated consultation with women and girls, organizations advocating for women and children's rights and other key stakeholder, and mitigations measures adapted accordingly.
3. Specific consultations and awareness raising activities will be developed for the communities but also workers so that the mitigation measures are fully understood by all parties and ensure that cases are identified and properly reported. The project will seek to minimize labor influx in the areas by encouraging hiring of local work force and local contractors. SEA/SH requirements will be embedded in the procurement process of contractors and the Environmental and Social Management Plan (ESMP) of contractors will be required to describe the SEA/SH risks and expectations and include appropriate mitigation measures. Furthermore, bidding documents will require that all measures are in place for addressing ESHS/GBV risks before any work is undertaken including mobilization of workers. Construction workers including managers and daily laborers under the project will all be required to sign a code of conduct addressing SEA/SH risks and training sessions will be organized throughout the construction period.
4. A NGO specialized in GBV will be hired under the project to (a) support the design and implementation awareness and prevention campaigns of GBV/SEA/SH risks in the communities of the project; (b) ensure the holistic care of survivors and/or their referral to other structures; and (c) monitor the number of SEA/SH complaints that have been reported and resolved through a GRM specifically designed to track GBV incidents. The project will work and rely on the selected SEA/SH service provider(s) and community-based organizations to support the project in addressing any case of SEA/SH that may be project related while also working actively to prevent such cases.
5. A specific GRM will be developed for the project to address SEA/SH cases. The GRM will follow a referral protocol for the entire response procedure with multiple channels for reporting to ensure that GBV-related complaints are registered in a safe and confidential manner. The GRM will rely on the mobilization of the NGO specialized in GBV to serve as an entry point through its network of focal points in the project intervention areas. NGO would also be a referral entry point for SEA/SH complaints received through other channels such as SEA/SH community focal points, women associations and/or traditional community leaders

**Table 3.1: Action Plan for Mitigating GBV Risks**

This action plan will be further adapted based on the results of the ESIA and will be finalized by the PIU during project preparation and attached to the ESMF.

Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
Identification and Evaluation	The social assessment of the project should include the assessment of the social situation and the underlying risks of GBV, including SEA/SH, using the GBV/SEA/HS risk screening tool and taking into account the safety and ethical considerations related to the collection of GBV/SEA/HS data. No prevalence or baseline data should be collected as part of the risk assessment.	PIU for Social Evaluation. Project team for the GBV risk screening tool.	According to the schedule of the social evaluation		Ongoing review during implementation support missions. Update the project's ESMP and ESMP-C if the risk situation changes.	The World Bank team assessed the project's risk of GBV using the assessment tool. The risk is considered high and these aspects will be addressed in the safeguard documents (ESIA, ESMF).



Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
	Identify the actors involved in the prevention and response to GBV, EAS/HS in the project's neighboring communities. This will include assessing the providers' capacity to offer quality services focused on GBV/EAS/HS victims, including managing GBV/EAS/HS cases, providing advocacy for the victim and providing recommendations to link with other services not provided by the organization itself.	PIU	During the GBV risk assessment during the social evaluation (see above).		Update the mapping, as required.	
	Integrate GBV risks into all relevant²⁷ safeguard instruments (i.e., the project's ESMP and ESMP-C) - especially in the environmental and social assessment. Include GBV mapping in these instruments.	PIU for Social Evaluation and ESMP. ESMP-C (see implementation phase).	Before project effectiveness.		Ongoing review during implementation support missions. Project to update the ESMP and ESMP-C if the risk situation changes.	

²⁷ Including the ESRS, Environmental and Social Engagement Plan (ESEP); Policy Framework for Indigenous Peoples (PFIP); Workforce Management Plan (WMP); Safety Management Plan (SMP); and Stakeholder Engagement Plan (SEP).

Note that the GBV action plan will have to be reflected in the Environmental and Social Management Framework/Plan (ESMPF/P).



Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
	Develop a GBV action plan and include it in the ESMP. The actions for which the company/consultant is responsible should be included in its E-GHMP.	PIU •	During the preparation of the ESMP.		Ongoing review during implementation.	
	As part of the project stakeholder consultations, those affected by the project should be duly informed about GBV/SEA/HS risks and project activities in order to get feedback on the project design and safeguard issues. ²⁸ Need to engage in consultations with various stakeholders (political, cultural or religious authorities, health teams, local governments, social workers, women's organizations and groups working with children) and intervene at the beginning and throughout the project's implementation.	PIU •	According to the schedule for stakeholder consultations.		Monitor the implementation of the stakeholder mobilization plan. Ongoing consultations, especially when the SEP is updated.	

²⁸ Consultations with women should be conducted in a safe environment that is conducive to sharing experiences (e.g., ensure that consultations are facilitated by women, separate from consultations with men, and specifically target groups that are particularly vulnerable to the risks of SEA/HS).



Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
	Develop a Project Stakeholder Engagement Plan , which will be implemented over the duration of the project so that local communities and other stakeholders are informed about project activities in order to find specific solutions to GBV-related problems.	PIU •			Monitor the implementation of the stakeholder BDAilization plan. Ongoing consultations, especially when the SEP is updated.	
	Ensure the availability of a complaint management mechanism with multiple channels for filing complaints. It should include specific procedures for GBV, including confidential reporting of GBV cases and their safe and ethical documentation, management and reporting. Given the high risk of the project, it will be imperative to establish an external complaint management mechanism parallel to that of the project.	PIU, but discussion and agreement with the project team.			Ongoing monitoring and regular reporting on the operation of the complaints management mechanism .	
	Ensure that the PIU has a gender specialist to support project implementation.	PIU			Regular reports.	



Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
	For supervision, have an environmental and social specialist on the consultant's team in charge of project supervision with specific skills in the area of GBV to oversee related issues (such as monitoring the signing of codes of conduct and related trainings, checking that a GBV complaint management mechanism is in place and functioning, referring some cases, if necessary) and working with GBV service providers and entry points to raise awareness about the complaint management mechanism.	PIU			Regular reports.	
	Ensure monitoring by an independent third party - Independent Verification Organization/Agent (IVA) - (civil society organization, local or international NGO, academic partner, private company) with staff experienced in GBV in order to monitor the effective implementation of the GBV action plan, ensure that all parties fulfill their responsibilities and provide early warnings in case of problems.	PIU			Regular reports.	



Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
	In the case of gaps identified by the mapping exercise, recruit GBV service providers to facilitate victims' access to safe, timely and confidential services (including to cover transportation, documentation and accommodation costs if necessary). The same providers will support the project in the implementation of other GBV prevention and response activities, such as mobilizing and informing communities, implementing the PGM, training staff, etc.	PIU			PIU	
Procurement	Clearly define GBV requirements and in the tender documents.				Review by the project team.	
	Define the provisions to be included in the tender documents in order to achieve a code of conduct that addresses GBV.	PIU			Review by the project team.	
	For public procurement subject to a national bidding process , consider incorporating GBV-related provisions in standard procurement documents for international tenders.	PIU.			PIU with review by the project team.	



Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
Preparation	Clearly indicate in the contracting files how the reasonable costs of GBV prevention and intervention will be covered in the contract. For example, one can include: i) in the specifications, specific items for clearly defined GBV control activities (such as the preparation of relevant plans) or ii) specific estimated amounts for activities that cannot be predefined (such as the implementation of relevant plan(s), the hiring of GBV service providers, if necessary)	PIU				
	Clearly define and explain the code of conduct to bidders before their bids, including the need for conduct to include: <ul style="list-style-type: none">Prohibited behaviors, including abuse and exploitation and SHSanctions in case of non-compliance	PIU			Review by the project team.	
	Clearly define GBV requirements and expectations in the tender documents.	PIU			Review by the project team.	
Implementation	Assess the company's proposed EAF mitigation measures proposed in the tender documents to confirm, prior to finalizing the contract, the company's ability to meet the project requirements.	PIU			Review by the project team.	



Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
	Verify that the complaint management mechanism receives and processes HSE/HS complaints in accordance with established protocols and respecting a survivor-centered approach, including confidentiality and security.	Project team. PIU			Regular reports. Follow-up and resolution of complaints.	



	<p>Ensure that codes of conduct are signed and understood</p> <ul style="list-style-type: none">- Ensure that those who sign codes understand their provisions.- Ensure that the codes of conduct signed by all those who will be physically present at the project site.- Train project-related staff on the conduct prescribed by codes of conduct.- Disseminate the codes of conduct (with visual illustrations) and discuss them with employees and local residents.	Contractors, consultant, PIU.	Prior to the start of the work and thereafter on a quarterly basis/at each wave of worker recruitment.		<p>Review of GBV risks during project supervision (e.g. mid-term review) to assess the evolution of the risk.</p> <ul style="list-style-type: none">- Confirmation by the supervising consultant that codes of conduct are signed and that workers have been trained and understand their obligations.- Monitoring of the complaint management mechanism regarding GBV	
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Phase	Action to mitigate the risks of GBV	Responsible	Deadline	Budget	Project update	Comments
					complaints. - Discussion during public consultations.	
	Ensure that project workers and local communities are regularly sensitized on the project's gender equality and non-discrimination policies, PPMs and available care services. This will be done through regular sensitization sessions, including at least 140 community meetings, PPMs and available care services.		PIU, contractors, GBV NGO			Monitoring of the complaint management mechanism. Regular reports.
	Regularly monitor and evaluate the implementation of this action plan	PIU, contractors, GBV NGO				



Annex 4: Project Map

