



The World Bank

EMERGENCY LOCAL DEVELOPMENT AND RESILIENCE (P175382)

Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 01-Dec-2020 | Report No: PIDA30482

**BASIC INFORMATION****A. Basic Project Data**

Country Burkina Faso	Project ID P175382	Project Name Burkina Faso Emergency Local Development and Resilience Project	Parent Project ID (if any)
Region AFRICA WEST	Estimated Appraisal Date 09-Nov-2020	Estimated Board Date 15-Dec-2020	Practice Area (Lead) Transport
Financing Instrument Investment Project Financing	Borrower(s) BURKINA FASO	Implementing Agency Directorate in charge of Territorial Development	

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

- Improved access to basic social services
- Improve Physical and Virtual Connectivity and Urban Resilience
- Community Level Economic Recovery and Empowerment
- Community Engagement and Project Management
- Contingent Emergency Response Component ("CERC")

The processing of this project is applying the policy requirements exceptions for situations of urgent need of assistance or capacity constraints that are outlined in OP 10.00, paragraph 12.

Yes

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

Environmental and Social Risk Classification

High

Decision

The review did authorize the team to appraise and negotiate

B. Introduction and Context**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 corona virus 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. Government spending for social services is also constrained by rising security spending needs.

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.²

3. **The economic outlook has deteriorated sharply, especially in view of the global effects of the**

¹ Source: CONASUR report of November 10, 2020.

² According to the situation reports from the Ministry of Health.



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.

B. Sectoral and Institutional Context

Sectoral Context

4. **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.

5. **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.

6. **Access to all-season roads shows disparities, with lower access in peripheral and conflict-**



affected areas.³ Less than 20 percent of the population has access to an all-season road . 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.

7. 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.⁴ 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.⁵ 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. It is estimated that 34 percent of the country's land area – or more than 9 million hectares of arable land - has been degraded due to climate change and desertification.⁶ Climate change projections indicate an increase in average temperatures of 0.8°C by 2025 and 1.7°C by 2050 and a reduction in rainfall of 3.4 percent by 2025 and 7.3 percent by 2050, when compared to the average of these parameters recorded between 1961-1990. These projections indicate a continued reduction in water availability, further land degradation, leading to decreased productivity in the country's socio-economic sectors.⁷ 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.

Institutional Context

8. In 2017, the Government of Burkina Faso adopted the Emergency Program for the Sahel in Burkina (*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 was 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-Nord**Error! 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

³ Burkina Faso ASA Roads to Schools and Health Services. World Bank. Forthcoming.

⁴ 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>

⁵ Review of Current and Planned Adaptation Action in Burkina Faso; CARIAA Working Paper #17; IDDR; 2016.

⁶ Review of Current and Planned Adaptation Action in Burkina Faso; CARIAA Working Paper #17; IDDR; 2016.

⁷ 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



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.

C. Relevance to Higher Level Objectives

9. **The proposed project is aligned with Government's priorities expressed in the PAM, 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).

10. **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, an Eligibility Note is submitted to the Board with a government strategy that describes the concrete steps that the country will take to reduce the risks of conflict or violence.

11. **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 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.

I. PROJECT DESCRIPTION



A. Project Development Objective

The proposed project Project Development Objective (PDO) is to improve inclusive access of communities (including IDPs) to critical infrastructure⁸ and essential social services⁹ in selected areas.¹⁰

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)

Sub-component 1.1: Provision of Basic Social Services

12. 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.

Sub-component 1.2: Supporting Demand for Basic Social Services

⁸ Critical Infrastructures means roads, digital, storage facilities, bus terminal, gardening perimeters, pasture and vaccination parks for livestock, livestock markets.

⁹ Essential social services mean availability of education, clean water, sanitation, health centers, social safety nets,

¹⁰ The selected areas are prevention zones and pressure zones in the conflict Burkina Faso Emergency Program for the Sahel (PUS-BF) and its successors.



13. **Financing under this sub-component includes:** (i) updating and extension of theUSR 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.

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

14. **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. **Error! Reference source not found.**

Component 2: Improve Physical and Virtual Connectivity and Urban Resilience (US\$120 million equivalent)**Sub-component 2.1: Improve Physical and Virtual Connectivity**

15. **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. The project will finance Digital connectivity improvements for skills development and government functionality.

Sub-component 2.2: Support Urban Resilience

16. 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)**Sub-component 3.1: Empowerment**



17. **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.

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

18. **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.

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

Sub-component 4.1: Citizen's voice and participation and positive state presence

19. 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.

Sub-component 4.2: Project management.

20. 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; (v) financial audit;

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

Legal Operational Policies

Triggered?

Projects on International Waterways OP 7.50

Yes



Projects in Disputed Areas OP 7.60

No

Summary of Assessment of Environmental and Social Risks and Impacts

E. Implementation

Institutional and Implementation Arrangements

21. 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) 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

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APPROVAL

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