



**The World Bank**

Communal Climate Action and Landscape Management Project (P170482)

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# Project Information Document (PID)

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Appraisal Stage | Date Prepared/Updated: 15-Nov-2021 | Report No: PIDA30741

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

Country Burkina Faso	Project ID P170482	Project Name Communal Climate Action and Landscape Management Project	Parent Project ID (if any)
Region AFRICA WEST	Estimated Appraisal Date 22-Nov-2021	Estimated Board Date 24-Feb-2022	Practice Area (Lead) Environment, Natural Resources & the Blue Economy
Financing Instrument Investment Project Financing	Borrower(s) Burkina Faso	Implementing Agency Ministry of Environment Green Economy and Climate Change	

## Proposed Development Objective(s)

To strengthen sustainable landscape management and improve income generation in targeted forest areas in Burkina Faso.

## Components

Component 1: Decentralized management of forests and natural resources

Component 2: Institutional strengthening for integrated landscape management, environmental and social risk management, and mobilization of climate finance

Component 3: Entrepreneurship and sustainable development of value chains

Component 4: Project coordination, monitoring and evaluation

**PROJECT FINANCING DATA (US\$, Millions)****SUMMARY**

Total Project Cost	125.00
Total Financing	125.00
of which IBRD/IDA	113.00
Financing Gap	0.00

**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	113.00
IDA Credit	56.50
IDA Grant	56.50

**Non-World Bank Group Financing**

Trust Funds	12.00
Integrated Landscape & Forest Management MDTF	12.00

Environmental and Social Risk Classification

Substantial

Decision

The review did authorize the team to appraise and negotiate

**B. Introduction and Context**

## Country Context

1. **Burkina Faso, a land-locked country in West Africa, is faced with an increasingly fragile security and socio-political situation, unfolding against the backdrop of severe climate conditions and the COVID-19 pandemic.** The security situation has been deteriorating significantly since 2016. Six regions out of 13 are under a state of emergency and the country is experiencing one of the world's fastest growing internally displaced crises. Burkina Faso continues to be at the bottom of the UN's Human Development Index (182 out of 189 countries and territories in 2019). The country has also one of the fastest growing populations in the world, totaling 20.3 million inhabitants in 2019. Poverty is rampant with about 40% of the population (8.5 million people) living below the national poverty line, particularly in rural areas. With an annual growth rate of 3.1%, the number of inhabitants is estimated to reach 42 million by 2050, risking an increase in the number of people living below the poverty line. Significant population growth is putting pressure on natural capital assets (land, water, forests), which have rapidly deteriorated and depleted since 2010.
2. **The COVID-19 pandemic is expected to affect development gains and draw people further into poverty.** GDP per capita in 2020 was estimated at US\$830<sup>1</sup>, one of the lowest in the world and a 2 percent drop in per capita income leading to about 400,000 additional poor.<sup>2</sup>. This contraction was caused by a slowdown in activity in the trade, transport, and tourism sectors, in great part because of COVID-19 measures. Inflation rose to 1.4% in 2020 due to higher prices of food and an increase in public spending. The COVID-19 induced downturn is reversing the reduction in poverty achieved in recent years and will exacerbate social conditions in the medium

<sup>1</sup> World Bank Open Data. <https://data.worldbank.org>, data refer to 2019, current prices.

<sup>2</sup> Burkina Faso COVID-19 Crisis-Response Development Policy Financing (P174315), Program Document, November 2020, World Bank. <http://documents1.worldbank.org/curated/en/520401608346927943/pdf/Burkina-Faso-COVID-19-Crisis-Response-Development-Policy-Financing.pdf>



term. While direct impacts such as loss of earnings due to illness and out-of-pocket health expenses could be manageable, indirect impacts are more widespread, severe, and uncertain. Among those impacts are loss of labor income, loss of non-labor incomes (including remittances), disruption of markets and supply chains, and disruptions in basic service delivery. Compounded by security and climate risks, this is worsening the short-term economic outlook for Burkina Faso, with further decline expected in the medium term, aggravating poverty, and social challenges.

3. **Since 2016, Burkina Faso has experienced a deteriorating security situation.** The country was considered an island of relative stability in the region until the ousting of former President Blaise Compaore in late 2014. Since 2017, the number of violent events has grown dramatically, affecting roughly one-third of the country, with persistent armed conflict rampant in five of the country's thirteen provinces and increasingly affecting civilians. Today, insecurity is mostly present in parts of the north, east and west of the country<sup>4</sup> as a spillover of the conflict that started in neighboring Mali and Niger through groups affiliated with Al Qaeda in the Islamic Maghreb and the Islamic State's West Africa Province. Frequent terrorist attacks have created an unprecedented humanitarian crisis in the country. More than one million people have been internally displaced as of February 2021 (UNHCR) with most being women and children. In November 2020, Roch Marc Christian Kabore was re-elected as President of Burkina Faso with the promise to bring back stability and security to the country.
4. **Burkina Faso's rural communities are particularly vulnerable to climate shocks, threatening their livelihoods.** According to the ND-Gain vulnerability index, Burkina Faso is the 25<sup>th</sup> most vulnerable country in the world to climate impacts and the 39<sup>th</sup> country least ready to improve resilience. Located in the dry Sahel-Sahara region, nearly all-arable land in Burkina Faso is rain-fed with less than 1% being irrigated. 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<sup>3</sup>. With limited and unreliable rainfall, flash floods and droughts are expected to become more pronounced and frequent due to climate change. Temperatures across the country are projected to increase by 3 to 4°C by the end of the century, which is substantially higher than the global average<sup>4</sup>. The number of extremely hot days (>40°C) is expected to double between 2020 (25 days) and 2050 (56 days)<sup>5</sup>. Climate change projections indicate a continued reduction in water availability and further land degradation, leading to decreased productivity in the country's socio-economic sectors<sup>6</sup>. Resulting land degradation will pose serious threats to Burkina Faso's agricultural production and food security. This is a significant challenge given that 7 out of 10 inhabitants live in rural areas and depend on agriculture and natural resources including forests for their livelihood.
5. **Vulnerability to climate change and demographic pressures compound conflict and fragility risks related to the access to land and natural resources.** Fragility drivers, vulnerability to climate-related risks and demographics (population growth and migration) have reinforced and amplified each other in recent years, undermining the resilience of communities to manage these risks. The impact of climate variability on the natural resource base has been further exacerbated by scarce employment or income-generating opportunities, which has intensified environmental degradation and competition over the country's dwindling natural resources. These dynamics often reinforce one another and are both the byproduct and a leading cause

<sup>3</sup> Review of Current and Planned Adaptation Action in Burkina Faso; CARRIA Working Paper #17; IDRC; 2016.

<sup>4</sup> World Bank. 2020. Climate Change Portal – Burkina Faso.

<sup>5</sup> Same as above: World Bank. 2020

<sup>6</sup> Burkina Faso National Adaptation Program of Action (NAPA), Ministry of Environment; November 2007.



of fragility, as they have resulted in a weakened social contract between citizens and the state. This has meant that farmers, pastoralists, and neighboring communities are often at odds, competing over land and water for their livelihoods, compounding conflicts and fragility risks. Climate change-induced migration and variations in pastoralists' migration patterns also intensify competition and create new tensions and conflict over natural resources. Marginalized groups, including women, youth, and people with disabilities, are disproportionately more vulnerable to climate change impacts due to their relatively higher rates of poverty and limited access to productive resources and exclusion from decision-making process.

6. **The Government recently adopted a strategy to mitigate risks associated with violence and conflict.** The strategy includes, among several measures, establishing inclusive practices for land management and natural resources. Measures geared at improving the management of land, agro-pastoral, and natural resources will be taken to respond to the increased competition for — and insufficiently inclusive management of — natural resources. Three over-arching principles guide the strategy including equitable access to natural resources by communities, inclusion of all stakeholders, and utilization of alternative conflict management mechanisms. In terms of natural resources management, the government's goal is to increase the number of local land management structures (rural land services) as a mean for conflict prevention. In addition, the promotion of citizen engagement and social inclusion, the development of income-generating activities such as Non-Timber Forest Products (NTFPs) value chains, clarifying and securing land tenure rights, and improving landscape governance and management practices can contribute towards achieving lasting peace and security.

#### Sectoral and Institutional Context

7. **Forests cover 8.6 million hectares (ha) of land, or 32 percent of Burkina Faso's territory<sup>7</sup>.** 96 percent of the country's energy consumption comes from wood energy<sup>8</sup>. Protecting key assets, i.e., land (soil), forests, and livestock and prioritizing the management of scarce resources, i.e., water and energy, are thus crucial elements for the country to carve a pathway out of poverty.
8. **Forest and woodlands contribute significantly to GDP and provide a wide range of critical ecosystems services, but the sector is chronically underfunded.** The forestry sector contributes around 9.6% of Burkina Faso's GDP, with fuelwood reaching 5.3% of GDP, but less than 1% of the national budget is allocated to forest conservation<sup>9</sup>. Forests provide ecosystem services. As such, forest conservation is an effective climate mitigation and adaptation strategy. Forested areas also provide goods and a source of income for communities through fuelwood and charcoal energy, timber, fodder for animal husbandry and hunting. Forested landscapes are considered a safety net against climate shocks and a critical source of food and energy for local populations, in times of severe droughts.
9. **Trends observed in the last decades show increased deforestation and forest degradation with significant impacts on land productivity.** The forestry sector records an annual degradation of 247,145 ha<sup>10</sup> and deforestation is estimated at 0.9 percent per year. Given that forests and woodlands play an important role to maintain soil quality, forest degradation and deforestation accelerate land degradation. Today, more than 30 percent of Burkina Faso's land area is severely degraded. This trend will be amplified as the protection offered

<sup>7</sup> Niveau d'Émissions de Référence pour les Forêts du Burkina Faso, FIP, 2020

<sup>8</sup> African energy efficiency database for residential sector, AFREC Energy, 2018

<sup>9</sup> Burkina Faso, Country Forest Note, Deep Dive into Forest Smart Investments, World Bank, 2021

<sup>10</sup> Drivers of deforestation and Forest Degradation report, Burkina Faso (2019), MEEVCC, Burkina Faso. According to the REDD+ national strategy, about 170,000 ha per year of natural vegetation are lost because of land degradation and deforestation.



by forests and woodland decreases. Estimates show that 15 percent of Burkina Faso's agricultural land may be lost in 10 years posing higher food insecurity risks<sup>11</sup>.

10. **Expansion of agriculture, overexploitation of wood for energy and overgrazing are the main drivers of deforestation and forest degradation<sup>12</sup>.** Other drivers of deforestation include small-scale mining, bush fire and unsustainable management of NTFPs. Small-scale mining for gold exploration has witnessed a major boom in recent years and the practice is on an upward trend. In addition, the lack of technical capacity in the Ministry of Environment's forest management staff is a major hurdle to the sustainable management of natural resources<sup>13</sup>.
11. **NTFPs make a significant contribution to the economy of Burkina Faso; however, the sector faces significant challenges, and its potential remains untapped.** Overall, NTFPs represent 23% of rural household income and employment<sup>14</sup>. Burkina Faso is among the world's top three shea butter producers. The lack of secured shea parks and the destruction of shea trees for fuelwood and agricultural expansion pose serious threats to the availability and sustainability of the resource. Moringa is another high-value NTFP that is essential for rural communities' as it is used for food and traditional medicine. The cultivation of moringa, which demand is increasingly globally, remains under-developed with small quantities being produced and no real structure bringing producers and processors together under one umbrella. The private sector can contribute to productive value chains in forested areas in Burkina Faso. However, the absence of traceability, standardization, and quality control of NTFPs represent barriers for their development. Fostering an enabling environment and improving market access and certification for forestry products would incentivize greater private sector participation.

**(a) Landscape governance in a fragility context**

12. **Deforestation is exacerbated by weak landscape governance, rapid population growth, poor land tenure security, weak conflict resolution mechanisms and climate shocks.** Tensions between different local communities over land-use, in productive agricultural regions, are a major cause of violence. Tensions occur between communities, either among farmers or between farmers and pastoralists, because of illegal wood cutting practices, unclear collection rights on certain fruits like shea, uncontrolled animal roaming and grazing, encroachment on transhumance pathways, and illegal bush fires. Rural communities in predominantly forest areas witness high demographic growth and unprecedented climatic variability that put pressure on limited natural resources. This in turn leads to over-use and degradation of the assets, which causes greater and unsustainable exploitation and thus more frequent and intense conflicts.
13. **At the core of landscape governance in Burkina Faso is the complex issue of land tenure security.** The majority of rural communities have to grapple with weak land tenure systems and unclear rights including a general lack of information and awareness about natural resources management regulations. Migrations, in a context of insecurity and climate change, are aggravating the situation. By addressing some of the root causes of conflict around forested areas, the project will directly contribute to efforts to promote stability and development in the region.

<sup>11</sup> National REDD+ Strategy (draft), Burkina Faso, May 2020.

<sup>12</sup> Drivers of deforestation and Forest Degradation report, Burkina Faso (2019), MEEVCC, Burkina Faso.

<sup>13</sup> World Bank (2021). Burkina Faso Country Forest Note

<sup>14</sup> Stratégie nationale de développement de l'accès des produits forestiers non ligneux (PFLN) aux marchés, Ministère de l'Environnement, de l'Economie Verte, et du Changement Climatique, 2018

**(b) From landscape management to the mobilization of climate finance**

14. Since the 1980s, Burkina Faso has pioneered a diversified landscape management framework based on local participatory management. It has prepared and adopted multiple national regulations and codes supporting a sustainable landscape management approach.
15. Burkina Faso is encouraging cross-sector coordination to promote an integrated approach to rural development. One of the key policies for rural development is the National Rural Development Program, which is a joint roadmap for all the Ministries involved in rural development, covering multiple. However, additional work is needed to continue the convergence of the sectoral policies.
16. At the international level, Burkina Faso has demonstrated leadership and commitment to address deforestation and forest degradation. Since 2013, the country is committed to the REDD+ international framework for Reducing Emissions from Deforestation and Forest Degradation (REDD+) and is a participant in the Forest Carbon Partnership Facility (FCPF) Readiness program. Burkina Faso was selected as a pilot country under the Forest Investment Program (FIP) of the Climate Investment Funds to develop and test concrete REDD+ policies and investments programs.

**C. Proposed Development Objective(s)**

Development Objective(s) (From PAD)

17. The project development objective is to strengthen sustainable landscape management and improve income generation in targeted forest areas in Burkina Faso.

Key Results

18. The PDO level indicators are as follows:
  - Land area under sustainable landscape management practices (hectares);
  - Net greenhouse gas emissions sequestered (tons of CO<sub>2</sub> equivalent);
  - People with increased monetary/non-monetary benefits as a result of the project (Number);
  - Communes using land-use planning and management tools to improve natural resources management (Number);
  - Target beneficiaries with rating 'Satisfied' or above on project interventions (Percentage);
  - Communes using conflict resolution mechanisms related to natural resources management (Number).
19. In line with corporate commitments, the results Framework includes appropriate gender and citizen engagement indicators; it also includes climate change indicators consistent with IDA commitments on climate change. The climate co-benefits have been assessed to be over 85%.

**D. Project Description**



20. **The project will target approximately 96 communes in 8 regions of the country.<sup>15</sup>** The project will be implemented in phases. Activities will be launched in a first batch of 30 communes and, as implementation progresses, activities will be launched in subsequent batches.
21. **The project will intervene in prevention zones which are at risk of conflict (“yellow zones”) and zones under pressure with increasing security risk (“orange zones”).** The Security Risk Assessment and Security Management Plan confirmed that project activities (participatory land use planning, natural resource management, and small community investments implemented through high labor intensity works and local operators) are appropriate for these zones and recommended security risk mitigation measures. The project’s participatory planning approach is expected to build a safe operating environment through the consent, approval and cooperation of individuals and local communities, especially the most vulnerable (referred to as the “acceptance approach”).
22. **The project will not intervene in unstable zones (“red/black zones”) given that the project’s entry point for designing investments is the participatory land and social diagnostic and local planning.**

### **Project Components**

23. The project will help implement Burkina Faso’s National REDD+ Strategy to reduce deforestation and forest degradation, thereby contributing to climate adaptation and mitigation objectives. Communes targeted by the Project would contain forested lands with socio-economic, climatic, and ecological value in need of better management. The project is also designed on the premise that an enabling environment for sustainable landscape management is established to support decentralized policy and communal level investments for REDD+, while guaranteeing productive high-value forest resources.
- Component 1: Decentralized management of forests and natural resources (US\$75 million USD, including IDA US\$68 million, PROGREEN: US\$7 million).**
24. This component will strengthen the decentralized governance of natural resources and fund investments aimed at increasing the productivity of natural assets and creating economic opportunities for rural populations. The project will conduct participatory land and social diagnostics in each participating commune (TerriStories) to identify the main areas in need of conservation and the risks of conflict related to natural resource management. On that basis, communal land use zoning and investment plans (referred to as *Integrated Community Development Plans*, or PDIC/REDD+) will be elaborated, defining a suite of integrated investments related to enhancing the economic viability of conservation and production areas, strengthening the governance of natural resources and land tenure security, and providing alternative economic activities for local populations to diversify their livelihoods away from unsustainable activities and generate income. Local municipalities will be empowered to execute the investments defined in each PDIC/REDD+, with active engagement from beneficiaries.

25. The component will be implemented in collaboration with the General Directorate of Territorial Collectivities (DGCT) to monitor the performance of communes and provide training to municipal actors; the General Directorate of Land, Training and Organization of Rural Areas (DGFMOR) and the General Directorate of Taxes (DGI) for land tenure security; the General Directorate of Territorial Development (DGDT), the General Directorate of Urban Planning and Land Works (DGUTF) and the Permanent Secretariat of the National

<sup>15</sup> Boucle de Mouhoun, Cascades, Centre-Ouest, Centre-Est, Centre-Sud, Est, Hauts-Bassins, Sud-Ouest.



Conference on Decentralization (SP/CONAD) for land use planning.

**Component 2: Institutional strengthening for integrated landscape management, environmental and social risk management, and mobilization of climate finance (IDA US\$13 million).**

26. This component will address the underlying drivers of deforestation and landscape degradation by promoting sustainable and climate-smart approaches at the national level focusing on the policy and legal framework, intersectoral coordination, and capacity building. It will also support the institutional development of the National Environmental Assessment Agency (ANEVE), as part of strengthening country systems for environmental and social risk management, and the creation of an enabling environment for mobilizing climate finance. It will include three sub-components:

**Component 3: Entrepreneurship and sustainable development of value chains (US\$22 million, including IDA US\$19 million, PROGREEN: US\$3 million).**

27. The objective of this component is to strengthen, improve and facilitate the development of selected value chains and foster the development of private sector initiatives related to the green economy. Component 3 includes two sub-components which are:

**Component 4: Project coordination, monitoring, and evaluation (US\$15 million, including IDA US\$13 million, PROGREEN US\$2 million).**

28. The objective of this component is to support day-to-day project management, monitor and evaluate field activities and conduct communication and knowledge management.

Legal Operational Policies

Triggered?

Projects on International Waterways OP 7.50

No

Projects in Disputed Areas OP 7.60

No

Summary of Assessment of Environmental and Social Risks and Impacts

**Environmental and Social Risk Classification (ESRC): Substantial**

**Environmental Risk Rating: Moderate**

29. The environmental risk rating is estimated to be moderate as the project's activities are not expected to directly generate irreversible negative risks or negative impacts on the environment. On the contrary, the impact on the environment is expected to be significantly positive through measures, such as: (i) reduced land degradation, (ii) the rehabilitation of degraded land; (iii) carbon sequestration through increased vegetation and soil carbon; (iv) the strengthening of participatory community-based landscape management; and (v) higher potential revenues



from productive forest products value chains. In addition, the project will promote agricultural practices that do not use chemical fertilizers or pesticides. Key environmental concerns are related to potential risks and impacts from productive and agricultural investments. These are local investments designed and agreed upon with the people affected in response of the restriction of access to land; and through the development of economic services, such as the scaling up of value chains products. The potential risks and impacts could be derived from the development of lowlands and boreholes, and the development of small market garden areas, beehives, and so on. Some specific impacts are air, soil and water pollution and community health and safety issues. However, these risks and impacts are expected to be low to moderate, as the scope of activities are limited, and reversible.

**Social Risk Rating:** Substantial

30. The project's overall social risk is classified as Substantial at this stage. It is expected to deliver significant positive environmental and social outcomes but the components to address the sustainable management of communal forests, woodlands and collective lands, could lead to a restriction of people's access to land use and/or natural resources in the conservation areas, as well as to the loss or the disruption of income or livelihood activities on individuals and groups of people. This could affect women deriving income from the exploitation of the natural resources of non-timber forest products (NTFPs). Some vulnerable households that depend on forests may also be affected by this restriction. In addition, the project's social risk is classified as substantial at this stage due to increased pressures on land and water, as well as insecurity and displacement, which drive not only forest degradation, but also social conflict-- and rivalry between communities. While demarcation and tenure security are thought to help alleviate tension, the situation is complex (customary tenure, overlapping rights, existing conflict/rivalry over access to land/resources, security issues). These efforts when not successful may also exacerbate the situation. The project is expected to deliver significant positive outcomes. It will support participative and land tenure diagnostics through games involving role-play at commune and village level; design and PDIC/REDD+; set up local management committees for each investment and agreements; facilitate gender mainstreaming in local development plans; and clarify and secure land rights on common land. In addition, activities will tackle conflicts around land use and support peace-building mechanisms given the FCV context. Based on the lessons learned from the DFWM Project, there will be a strong focus on public consultation for the land tenure activities. However, the project activities, could lead to a restriction of people's access to land use or of their access to natural resources in the protected areas, as well as to the loss or the disruption of income or livelihood activities on individuals and groups of people. This could affect the women deriving income from the exploitation of the natural resources of Non-Timber Forest Products. Some vulnerable households that depend on forests may be affected by this restriction. Considering these risks, the project includes activities that allow people deprived of access to forests and protected areas to benefit from productive and agricultural investments, all of which are designed and agreed upon by the affected people through a highly participatory and inclusive approach. Thus, no involuntary resettlement nor compensation, outside of the productive investments included in the PDIC/REDD+ should take place. This would be compliant with the provision of the ESS regarding "restrictions of access to natural resources under community-based natural resource management projects, i.e., where the community using the resources collectively decides to restrict access to these resources". The security situation in certain regions is, however, difficult. Security will be part of the criteria for the selection of the communes. Given that the security situation in certain regions is difficult and volatile, the Borrower prepared a Security Risk Assessments (SRA) and a Security Management Plan (SMP) to propose appropriate mitigation measures. To address risks related to restrictions in access to natural resources, a process framework (PF) will be prepared to establish a process by which potentially affected communities can participate in the project design and determine measures, implementation, and monitoring of relevant activities.

**Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH) Risk Rating:** Moderate

31. The risk of project related to GBV and SEA/H risk is classified as Moderate. Contracts for all workers will include a code of conduct, including SEA/H prevention, which workers will be required to sign when hired, to prevent and protect local communities. ESMPs will include measures to address SEA/SH. The PIU will hire an environmental specialist and a social development specialist full-time, as well as a consultant in GBV and SEA/SH (for a period of twelve months, the time to put in place certain key elements and strengthen the capacities of the PIU). After this period, the project's social development specialist will take over the management of SEA/SH risks.

**E. Implementation**

## Institutional and Implementation Arrangements

32. The institutional and implementation arrangements of the project will be based on the overall architecture and mechanisms of the DFWMP project and the REDD+ National Technical Secretariat, under the responsibility of the Ministry of the Environment, Green Economy and Climate Change (MEEVCC). In accordance with Burkina Faso's regulations for development projects, the project will be attached to the "Green Economy and Climate Change" budget program #089. Thus, it will be steered by a Review Committee chaired by the Secretary General of the MEEVCC, which oversees all projects of the budget program. According to Ministerial decree no. 2018-291, the review committee will meet twice a year and provide strategic guidance and oversight, as well as approve the project's annual work plans and budgets, procurement plan, and progress reports. In addition, the REDD+ bodies such (National REDD+ Committee and the National REDD+ Platform) will ensure the alignment of the project with the National REDD+ Strategy and provide guidance as needed during project implementation.

33. The PIU will set up four regional branches, each covering two regions targeted by the project for economies of scale, to help supervise the implementation of project activities in the field. In addition, the regional directorates of environment, agriculture, animal resources, water, infrastructure, and taxes will be involved in the implementation of the project with specific roles and responsibilities defined through protocols.

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