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Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 04-Aug-2023 | Report No: PIDA36115



BASIC INFORMATION

A. Basic Project Data

Country Burkina Faso	Project ID P177918	Project Name Secondary Cities Urban Mobility and Development Project	Parent Project ID (if any)
Region WESTERN AND CENTRAL AFRICA	Estimated Appraisal Date 19-Jul-2023	Estimated Board Date 29-Sep-2023	Practice Area (Lead) Transport
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy, Finance and Prospective, BURKINA FASO	Implementing Agency Ministry of Transport, Urban Mobility and Road Safety	

Proposed Development Objective(s)

The proposed PDO is to improve urban mobility, access to basic services and economic opportunities , and strengthen institutional capacity for urban management in selected secondary cities in Burkina Faso.

Components

Urban mobility services and infrastructure
Urban infrastructure and basic services
Institutional strengthening
Project Management Support
CERC

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	200.00
Total Financing	200.00
of which IBRD/IDA	200.00
Financing Gap	0.00

DETAILS

World Bank Group Financing



International Development Association (IDA)	200.00
IDA Credit	200.00

Environmental and Social Risk Classification

Substantial

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Burkina Faso is one of the world's poorest countries, with an extreme poverty headcount of 32.7 percent¹ in 2022 (7.5 million people), a gross domestic product (GDP) of US\$21.3 billion, and a GDP per capita of US\$941 in 2021.**² According to the World Development Indicators, its population growth was 2.7 percent in 2021, one of the highest in the world. Its turbulent political history, difficult biophysical environment, and isolation from major trade corridors generate daunting development challenges. 19 percent of the population had access to electricity in 2020, and less than one-third of adults are literate.³ The country ranks 144th out of 157 countries in the 2020 World Bank's Human Capital Index and 184th out of 191 countries in the 2021-22 Human Development Index report of the United Nations Development Program.

2. **Burkina Faso is confronted with acute insecurity threats that compound its considerable development challenges.** The security situation has deteriorated dramatically over the past eight years. Since 2016, the country has suffered multiple terrorist attacks, resulting in numerous deaths and massive population displacement (1.94 million people - women and children accounting for 22.9 percent and 60.4 percent, respectively, in January 2023) and an unprecedented humanitarian crisis.⁴ Displacement has affected new areas as violent extremism spreads, and internally displaced persons (IDPs) are now hosted in 302 communes or 86 percent of the country's municipalities. The continued deterioration of the security situation has made the humanitarian situation more complex, with persistent food insecurity and the absence of basic services in several regions. The attacks have also negatively impacted the economy by disrupting the labor supply, impeding mining, threatening vital gold exports, and undermining agricultural production. The insecurity has further deteriorated service delivery and is eroding social cohesion. The regions of Sahel, East, and Centre-North are hit hardest.

3. **Two military coups d'état occurred in less than eight months in 2022, on January 24 and September 30.** These were strongly linked to the security situation and widespread dissatisfaction with the successive governments over their failure to curb the violence in the country. The country is currently led by a Transition Government and a Transition Legislative Assembly, appointed after the second military coup with the ambition to restore security. The new authorities reconfirmed a transition period of 21 months consistent with the transitional plan agreed upon with the Economic Community of West African States (ECOWAS) on October 4, 2022, which should lead to organizing elections in July 2024 in an improved security environment.

4. **It is urgent to invest in secondary cities in the Sahel as centers of resilience and job creation.** A recent study, *The Urban Link: Transforming Rural Economies and Addressing Fragility in the Sahel (P175684)*, concluded that by prioritizing investments in secondary cities in resilient basic infrastructure and services, connectivity, capacity for resilient urban planning and management, and investments that will foster job creation and social inclusion, Burkina Faso can harness their potential for creating opportunities and contributing to the region's future growth, stability and social inclusion. Needed investments differ – depending on local city/town circumstances – but will include interventions that would improve living conditions, foster job creation and

¹ The World Bank in Burkina Faso. [BURKINA FASO MPO \(worldbank.org\)](https://www.worldbank.org/country/burkina-faso).

² World Development Indicators (WDI) in Burkina Faso: World Bank. <https://data.worldbank.org/country/burkina-faso>

³ World Development Indicators (WDI) in Burkina Faso: World Bank. <https://data.worldbank.org/country/burkina-faso>

⁴ Burkina Faso: Internally displaced population Overview (January 31, 2023), UN Office for the Coordination of Humanitarian Affairs.

economic opportunities, and strengthen social cohesion and local governance. The proposed project will focus on three secondary cities: Bobo Dioulasso, Kaya and Ouahigouya.

Sectoral and Institutional Context

5. **Urban growth in Bobo Dioulasso, Kaya, and Ouahigouya has not been managed with appropriate spatial planning and sufficient investment** which resulted in (i) low density and sprawling development that consumes agricultural and marginal land (prone to climate-related disasters and the impacts of climate change); (ii) lack of safe roads and poor urban transport; (iii) informal settlements at the outskirts that are poorly connected to areas of economic opportunity; (iv) a dearth of services; and (v) a less-than-ideal environment for economic development.

6. **Bobo Dioulasso is the economic capital of Burkina Faso.** The government's National Land Use Planning and Sustainable Development Plan envisions it as the future agro-pole of the country. The city is experiencing strong demographic growth, with a population estimated at 904,920 inhabitants in 2019 (up from 490,000 in 2006) and representing 16.9 percent of the country's urban population. The resulting urban sprawl almost doubled in 20 years, increasing informal peri-urban settlements and putting pressure on the city to meet new demand, particularly for urban mobility. The city lies at a crossroads of international transit routes to Mali, Côte d'Ivoire, and Ghana, and on the railroad line connecting Ouagadougou to Abidjan, accelerating its economic development. It is the hub of a rich agricultural zone that produces grains, fruits, and seedlings, as well as export crops (cotton, cashews, and shea oil).

7. **Kaya is a secure urban area, a "last bastion" between Ouagadougou and the conflict areas in the north and has one of the highest levels of accessibility constraints in the country.** The city's population has doubled in less than two years with 243,000 inhabitants, including 119,806 IDPs. Most of the IDPs settled in Kaya Ville, increasing pressure on underdeveloped services, especially schools, water and sanitation infrastructure, and health centers. The poorly developed rainwater drainage system also exposes 25 percent of urban Kaya to potential flood damage. Lastly, the local economy of the city is collapsing due to the scarcity of goods, inaccessible distribution networks, and growing poverty.

8. **Ouahigouya has been submerged by a massive flow of 147,000 IDPs.** It is crossed by a major road linking Ouagadougou to Mopti in Mali and is part of the highly insecure tri-border area.

9. **In cities like Kaya and Ouahigouya, the security situation aggravates the conditions created by poor planning and underinvestment.** The rapid inflow of IDPs has increased demand for physical infrastructure and services, including mobility, water and sanitation, and access to land and safe housing. It also resulted in land speculation and emergency settlements on the outskirts of Kaya and Ouahigouya. Pressures on community resources—jobs, livelihoods, and food—undermine social cohesion between IDPs and their hosts. The most affected population are school-aged children, who represent 49 percent of IDPs in Kaya and 48 percent in Ouahigouya. In addition, transport infrastructure and services are particularly impeding IDPs' access to social services and economic opportunities. In the three cities, access roads are largely unpaved, lack drainage, and are prone to deteriorate rapidly in the rainy seasons, becoming impassable for buses and taxis.⁵

10. **Urban mobility in the three cities is characterized by a low share of walking, a prevalence of motorized two and three wheelers (3W) and bicycles, and a weak public transport system.** The public transport systems are operated by the Société de Transport en Commun (SOTRACO), which began bus operations in Bobo Dioulasso in June 2018 where demand for bus transport is high, while frequency and usage are low and in Ouahigouya in February 2020 with one regular route and two student-dedicated routes covering a total length

⁵ Only 16 percent of the urban road is paved in Kaya and 12.5 percent in Bobo Dioulasso.

of 39.1 km. Kaya has no urban bus transportation system; public transport is provided by a dozen collective taxis. Taxis and 3W are the only alternative means of public transport.⁶ Collective taxis operated by private individuals serve roads into city centers and to markets on the outskirts. Around 700 taxis operated in Bobo Dioulasso in 2020 (1 per 1,228 inhabitants), but fewer than 10 in Kaya.⁷ The taxis are old, and many owners are converting them to use unapproved butane gas as fuel, which poses problems of road safety and pollution. In 2020, about 6,603 3Ws were operating in Bobo Dioulasso and 1,000 in Kaya.

11. With massive inflows of IDPs reshaping urban centers, existing plans for secondary cities need to be enforced and updated. Urban and peri-urban land use must follow a sustainable urban development model.

The urban planning and construction code instituted two planning tools for urban municipalities: the master plans for urban development and planning and land-use plans. In addition, the communal development plan defines the development strategy of municipalities. However, most secondary cities have adopted neither a land-use plan nor a communal development plan, owing to lack of capacity.

12. The government, supported by donors and development partners, is addressing the challenges in secondary cities from humanitarian and development perspectives.

In Burkina Faso, in addition to municipalities, four ministries are involved in urban development; they need to coordinate effectively at central and local levels. The Ministry of Urban Planning, Land Affairs and Housing is in charge of urban planning; the Ministry of Transport, Urban Mobility and Road Safety (MTMUSR) in charge of urban mobility planning and road safety; the Ministry of National Solidarity and Humanitarian Action in charge of humanitarian, emergency relief and IDPs management and the Ministry of Infrastructure in charge of roads construction. Each ministry has a regional or provincial representation, and municipalities are in charge of the implementation of urban development strategies and policies at local level.

13. The proposed project's scope, thematic and geographic areas of intervention will complement projects under preparation or implementation by other donors and partners for developing secondary cities as well as World bank's ongoing projects dealing with fragility.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

14. The proposed PDO is to improve urban mobility, access to basic services and economic opportunities, and strengthen capacity for urban management in selected secondary cities in Burkina Faso.

Key Results

PDO Level Indicators

Improved urban transport system

- People benefiting daily from improved urban mobility in the selected public transport routes (Number, to be disaggregated by gender)
- People benefiting from improved connectivity through climate resilient urban roads. (Number)

Improved access to basic services and economic opportunities

- Direct beneficiaries with improved access to basic services and infrastructure (number, to be disaggregated by gender, IDPs)

⁶ Report on Professionalization and Formalization Strategy of the Urban Micro Taxi Industry in Ouagadougou and Bobo Dioulasso

⁷ Urban Mobility diagnostic in Bobo Dioulasso and Kaya, June 2023.

- Direct Beneficiaries with improved access to economic infrastructure built by the project (Number, to be disaggregated by city, IDPs and gender)

Strengthened institutional capacity

- Municipalities with a dedicated budget and management committee in place for infrastructure maintenance(number)

D. Project Description

15. To reinforce social cohesion and build trust between citizens and local or national agencies, the project will use a people-centered approach, placing people and their environment at the center of project design, selection of activities, implementation, monitoring, and reporting. Aspects of the approach are described in the project components section that follows and in the section on citizen engagement.

B. Project Components

16. The proposed project will finance the construction, rehabilitation, and upgrading of infrastructure to meet climate resilient standards.⁸ It will also support soft activities to improve living conditions, as well as technical studies and supervision of works.

Component 1: Urban mobility services and infrastructure (US\$ 103 million)

17. This component will support the improvement of urban mobility in the three cities by financing the rehabilitation and upgrading of urban roads and road safety improvements. In Bobo Dioulasso, the component will also provide a comprehensive package to improve inclusive urban transport services to climate resilient standards and that address the differentiated mobility barriers of women and people with disabilities. The component will reduce air pollution and GHG emissions generated by urban transport by promoting a modal shift from individual motorized means of transport (cars, two-wheelers) to safer, non-motorized and/or collective transport. It will also support a pilot activity for electric three-wheelers (e3Ws) to address last-mile connectivity. Subcomponents of the package are described below.

Subcomponent 1.1: Urban mobility services.

18. This subcomponent will support:

a) Professionalization/organization of urban transport operators in Bobo Dioulasso. It will finance necessary policy reforms, technical assistance (TA) and capacity building activities required to integrate operators (taxis, 3Ws) into a comprehensive and professional public transit system to provide last-mile connectivity and facilitate a modal shift from private cars to cleaner transport modes.

b) Plan to revitalize and modernize SOTRACO Bobo with electric buses. It will finance TA for the design and implementation of a PPP scheme for the expansion of SOTRACO bus fleet. TA will (i) design the electric bus fleet acquisition mechanism (ii) explore different PPP structures; (iii) build on lessons learned from mechanisms in other countries (iv) prepare detailed financial analysis, business model and bidding documents for the PPP and (v) conduct studies, provide software and build capacity of SOTRACO. The project will also finance the provision of the buses according to the PPP mechanism proposed by the TA.

c) Pilot activity for e3W. A matching grant facility will support (i) the acquisition of 150 e3Ws to cover the last mile; (ii) maintenance and availability of charging points and spare parts, (iii) priority recruitment and training;

⁸ As outlined further in annex 2, climate-resilient standards address current and projected extreme heat and changing rainfall patterns while promoting energy efficiency and renewable energy solutions, including the use of nature-based solutions, soft measures, and innovative technology for (i) systems planning; (ii) engineering and design; (iii) operations and maintenance; (iv) contingency programming; and (v) institutional capacity and cooperation.

(iv) communications and dissemination; and (v) efforts to inform policy makers on the need for an eventual legal framework adaptation to deal with the circulation of e-vehicles. The proposed activity will first finance a study to design the pilot with clear selection criteria, propose financing thresholds and a mechanism for implementing the facility. The beneficiaries will be current 3Ws operators who would have successfully participated in the Professionalization activity under component 1.1 (a) of the project and meet the criteria outlined in the study.

d) Implementation of Gender Action Plan in Transport. This plan will incorporate findings of an ongoing assessment of gender disparities, including in mobility patterns. It will recommend measures to improve the quality and safety of transport services, and to increase women's employment in the sector.

19. **Subcomponent 1.2: Urban mobility infrastructure.** It will finance the rehabilitation and upgrading of 60 km of urban roads to climate resilient standards in the three cities; the construction of climate resilient and energy efficient intermodal parking lots and infrastructure, modern bus facilities and stops; and the provision of facilities dedicated for trips made by NMT (cycling and walking).

20. **Subcomponent 1.3: Road safety.** It will be implemented by the National Road Safety Agency (ONASER) and will finance the improvement and digitization of the crash data collection system. Road safety inspections for identified existing urban roads with black spots will be conducted and the recommendations implemented.

Component 2: Urban infrastructure and basic services (US\$ 79.3million)

21. **For the three cities, this component will focus on improving the living condition of the population through the provision of safe, resilient, green, inclusive urban infrastructure and socioeconomic services** using a spatial and people-centered approach that also considers vulnerability to climate shocks (e.g., floods and extreme temperatures). Neighborhoods along the roads rehabilitated in Component 1 will receive complementary investments (public and green spaces, economic investments, schools, boreholes, etc.). An urban diagnostic study will identify the impact of IDPs on basic infrastructures access an a list of potential investments will emerge from a process of consultations with the target communities.

22. **Subcomponent 2.1: Urban infrastructure for better living conditions.** This subcomponent will improve the supply of basic services and promote urban development tailored to the priorities of beneficiary cities. It will finance and implement spatially based construction, rehabilitation, and climate-resilient upgrading of municipal infrastructure based on a menu of options, from which a selection of activities will be implemented in each city according to needs and identified gaps. This will include (i) the construction, rehabilitation, and maintenance of stormwater infrastructure, (ii) rehabilitation and improvement of public spaces, the creation of new or the preservation of existing urban forests, playgrounds, pedestrian walkways; (iii) classrooms with solar panels and (v) the rehabilitation of Kaya's municipality building .

23. **This subcomponent will consider a phased approach, starting with a pre-identified first set of investments and community-level "quick wins."** These investments, implemented during the first year, will allow for immediate and tangible impacts on beneficiaries. Stakeholders and beneficiaries will identify quick win projects, such as small neighborhood community investments (drinking water supply, equipped classroom, equipment for women and IDP economic association activities, street solar lightning, etc.).

24. **Subcomponent 2.2: Urban infrastructure and capacity building for economic opportunities.** Based on the recommendation of the ongoing urban diagnostic and impact of IDPs on the three cities, this subcomponent complements subcomponent 2.1, following the same spatially based approach, to promote local economic development and capacity in key areas through rehabilitation or improvement of economic infrastructures and support to women's and socio-professional associations.

25. **Subcomponent 2.3: Prevention, Monitoring, and Mitigation of Sexual Exploitation and Abuse, (SEA) and Gender-Based Violence (GBV).** This subcomponent will finance GBV prevention activities, including the assessment of needs and available services in the project areas, training and community awareness campaigns, and provision of support services.

Component 3: Institutional strengthening (US\$ 8.7 million equivalent)

26. **This component will update and improve existing urban mobility and urban development planning frameworks to ensure the sustainable and climate resilient use of urban land along selected corridors, as well as institutional strengthening, and capacity building for urban development for the selected cities.** Plans will be informed on climate change risks and will contain specific measures to address them. In Bobo Dioulasso, it will establish a consultation platform to coordinate national and local actions, set up a municipal agency for civil works and an Urban Transport Organizing Authority, and provide technical assistance to the 3 municipalities for core municipal management functions. Component 3 will also support development of a climate informed transport asset management system.

Component 4: Project management support (US\$7 million)

27. **4.1: Project management** will finance costs associated with (i) Project Coordination Unit (PCU) staff, office equipment, and information and communication technology (ICT); (ii) consulting services for project fiduciary support and environmental and social monitoring, including financing of resettlement compensation, and grievance redress mechanisms; (iii) updating of security management plans (SMPs) and their implementation; (iv) costs associated with additional staff, equipment, and ICT; and (v) and TA for project management assistance in procurement, environmental and social safeguards, and technical aspects.

28. **4.2: Monitoring and evaluation (M&E)** will finance costs associated with consulting services for data collection, monitoring and reporting of project performance indicators, steering committee and technical meetings. It will also include an impact evaluation to assess the rate of satisfaction expressed by the beneficiaries for the project investments.

Component 5: CERC (US\$0 million):

29. **Following an eligible crisis or emergency, the Borrower may request the World Bank to reallocate project funds to support emergency response and reconstruction activities.** This component would draw from the uncommitted resources under the project from other project components to cover emergency response. Based on a World Bank approved CERC Manual, the implementation of the Contingency Action Plan will be prepared and satisfy a disbursement condition for this component.

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



30. The proposed project activities could generate adverse environmental and social risks and impacts such as the risk of exclusion of certain vulnerable groups including women, youth, and rural communities, in consultation processes and their risks of lack of access to project benefits, resource efficiency and pollution prevention and management (sourcing of raw materials for civil works, water and energy use, dust, noise, potential contamination of water sources due to construction waste management mainly) and Occupational and community health and safety as well as human security. A screening process will be put in place to ensure that the E&S risks and impacts associated with these activities will be assessed and mitigated addressed appropriately.

E. Implementation

Institutional and Implementation Arrangements

31. The project will be managed by a Project Coordination Unit (PCU) establish within the MTMUSR. The overall institutional structure of the project will be composed of (i) an Inter-ministerial Steering Committee that guides and ensures the coherence of activities with the sectoral strategy and intersectoral coordination at national and local levels; (ii) an Interministerial Project Technical Committee (PTC) responsible for monitoring the project functioning; (iii) a newly established PCU within the MTMUSR to ensure the coordination of project implementation; (iv) the three municipalities are responsible for the implementation of the activities within their areas; (v) Specialized Implementing Agencies (SIAs) that will implement the various project activities which fall within their respective institutional mandate. While the PCU will retain overall fiduciary responsibility for the project, technical management of the activities will be delegated to the relevant identified SIAs.

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