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Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 20-Aug-2024 | Report No: PIDIA00870



BASIC INFORMATION

A. Basic Project Data

Project Beneficiary(ies)	Region	Operation ID	Operation Name
Burkina Faso	WESTERN AND CENTRAL AFRICA	P506528	Human Capital Protection Project
Financing Instrument	Estimated Appraisal Date	Estimated Approval Date	Practice Area (Lead)
Investment Project Financing (IPF)	24-Jul-2024	19-Sept-2024	Governance
Borrower(s)	Implementing Agency		
MEF	DGDT		

Proposed Development Objective(s)

To support the Government’s efforts to ensure the provision of essential social services.

Components

Ensuring the provision of essential health and education services
Project management

PROJECT FINANCING DATA (US\$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)?	No
Is this project Private Capital Enabling (PCE)?	No

SUMMARY

Total Operation Cost	100.40
Total Financing	100.40
of which IBRD/IDA	100.40
Financing Gap	0.00

DETAILS

World Bank Group Financing



International Development Association (IDA)	100.40
of which IDA Recommitted	100.40
IDA Credit	100.40

Environmental And Social Risk Classification

Moderate

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country Context

- Due to escalating insecurity, Burkina Faso has experienced significant political instability in recent years.** Beginning in 2016, increased violence from the Sahel countries and heightened attacks by violent extremist organizations spread across Burkina Faso, even reaching the capital, Ouagadougou, and resulting in two unconstitutional changes in 2022. In response, the authorities introduced the Action Plan for Stabilization and Development (PA-SD) for 2023–2025, which prioritizes four areas: (a) fight terrorism and restore territorial integrity, (b) respond to the humanitarian crisis, (c) rebuild the State and improve governance, and (d) work toward national reconciliation and social cohesion.
- Since 2019, significant external and domestic shocks have affected the country’s macro-fiscal stability.** Initially marked by robust growth and fiscal consolidation, the onset of insecurity in 2019 impeded investment, particularly in sectors such as gold mining, and curtailed overall economic expansion. The COVID-19 pandemic further exacerbated these issues in 2020, compounded by mine closures driven by insecurity and the broader impacts of the Russian Federation’s invasion of Ukraine in 2022, which collectively resulted in the country experiencing its first two episodes of negative per capita growth since 2000.
- The security crisis and the COVID-19 pandemic increased the poverty rate.** Poverty increased 1.8 percentage points between 2018/19 and 2021/22, reaching 43.2 percent in 2021/22, and is estimated to have remained roughly constant¹. The annual number of reported fatalities from security incidents has increased as follows: 303 (2018), 2220 (2019), 2304 (2020), 2374 (2021), 4244 (2022), 8499 (2023), 4695 (2024*).² The humanitarian situation remains severe, with approximately 2.1 million Internally Displaced Persons (IDPs) by the end of 2023 and an estimated 3 million people facing severe food insecurity during the 2024 lean season.³ The presence of IDPs adds additional pressure on host communities, particularly in terms of food supply and the delivery of essential social services like education and healthcare.

¹ <https://www.insd.bf/sites/default/files/2024-01/Principaux%20r%C3%A9sultats%20EHCVM-2021.pdf>

² Figures from <https://acleddata.com/>, accessed on July 20, 2020, with data for 2024 until this date.

³ European Commission: Emergency Response Coordination Centre: <https://erccportal.jrc.ec.europa.eu/API/ERCC/Maps/DownloadPublicMap?fileN=MainFile&forceDownload>



4. **Poverty, food insecurity, and fragility are exacerbated by Burkina Faso being the 29th most vulnerable country in the world to climate impacts and the 35th least ready to improve resilience.** The country is highly dependent on natural resources and is prone to heat waves, chronic drought, flash floods, windstorms, and disease outbreaks. This poses serious threats to agricultural production, food security, and a rise in vector-borne diseases.

Sectoral and Institutional Context

5. **The Government has adopted strategies in the education and health sectors to maintain the provision of essential social services in the short and medium term to ensure long-term improvements in human capital indicators.** In the health sector, the National Health Development Plan 2021–2030 aims to (a) improve the quality of health and nutrition services through the provision of free healthcare and universal health coverage, (b) develop human resources, and (c) strengthen the response to health emergencies. Regarding the education sector, the Education Sector Plan 2017–2030 aims to increase access to education and improve education quality.

Health Sector Context

6. **Burkina Faso has made significant strides in improving healthcare for children and women, and it is essential to maintain this progress despite the country's security situation.**

7. **Despite the improvements in several health sub-sectors, health outcomes were still relatively poor in international comparison at the onset of the security and COVID-19 crises.** Burkina Faso had, as of 2021, one of the least resilient health systems in the world, as shown by its score of 29.8 out of 100 on the Global Health Security Index. The country faces a high total fertility rate of 4.4 children per woman and a young median age of 17.9 years. With a growing population, there is increasing demand for children's healthcare services, including immunizations and treatment for malaria and other infectious diseases.

8. **Also, the country may run out of key vaccines for children under five.** As of the end of June 2024, nine out of twelve vaccines had an average stock of less than three months, against a target of six months. Bacillus Calmette-Guerin and Tetanus vaccines have only one month of coverage, which may affect the progress made on immunization. Despite numerous social challenges, such as conflict, Burkina Faso maintains overall immunization coverage levels well above the regional average—91 percent for diphtheria, typhoid, and pertussis vaccine in 2022, compared to a regional average of 72 percent.

9. **Finally, the free health program is affected by public financial management (PFM) shortcomings.** Financial constraints and the security situation have significantly limited the reach of the free healthcare program (*gratuité*) for children under the age of five and pregnant women. This includes an increasing debt of the Central Purchasing Agency for Generic Medicines (CAMEG) by 30 percent over 2017–2021 for central drug purchasing, medicine stock-outs, unpaid bills in health facilities, and delays in fund disbursement resulting from financial and administrative bottlenecks. The primary challenges to effective healthcare provision, specifically within the free healthcare program, are financial and geographical due to the distance to medical facilities.

Education Sector Context

10. **The country recorded considerable improvements in schooling and literacy rates between 2010 and 2020.** During the decade leading up to the significant shocks of the early 2020s with the global pandemic and domestic insecurity, Burkina Faso showed notable progress along multiple education indicators. In only six years, between 2012 and 2018, the country managed to increase the gross enrollment ratio for primary education by 10 percent of the population, reaching 92 percent.

11. **Despite progress, Burkina Faso faces multiple challenges in ensuring equitable access to quality education across all levels.** Approximately 40 percent of children ages 6–11 and 32 percent ages 12–15 are not enrolled in school. The prevalence of learning poverty is alarmingly high, affecting around 75 percent of Burkinabè children under 10 years



of age, indicating that three-quarters struggle to read and comprehend basic text. Gender disparities persist in educational access and outcomes, with girls generally lagging boys in enrollment and achievement at the secondary and tertiary levels. Access to secondary education remains limited.

12. **The impact of fragility on education service delivery remains pronounced.** Over the past years, armed groups and extremists have targeted 12 of Burkina Faso's 13 regions, leading to displacement and the closure of schools. However, there has been a gradual improvement, with 1,080 schools reopened during the first quarter of the school year, indicating a decrease in the impact of the crisis on education. Burkina Faso's Government has implemented a well-regarded Education in Emergency strategy through a technical secretariat within the Ministry in charge of national education (Ministère de l'Éducation Nationale, de l'Alphabétisation et de la Promotion des Langues Nationales, MENAPLN). Despite these efforts, education indicators have seen alarming declines.

13. **Among the various factors explaining this poor performance, teachers' capacity and assessment of students' knowledge emerge as crucial, in addition to the issue of insufficient infrastructure.**

- **Teachers' capacity.** The training of teachers through pedagogical conferences, pedagogical days, conferences for school management, and pedagogical kits has been identified in MENALPN's strategy as a critical reform to improve the quality of teaching.
- **Assessment of students' knowledge and skills by organizing school exams at all levels.** This knowledge assessment is subject to severe funding constraints against a backdrop of rising costs due to the logistical complexities of organizing exams in security-challenged areas. In addition to the funding constraints, the knowledge assessment faces structural challenges, including the time taken to issue diplomas, a backlog of sessions from 2020 to 2023, and the timely availability of diplomas for the next examination sessions.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

To support the Government's efforts to ensure the provision of essential healthcare and education services.

Key Results

- **Ensuring the provision of essential healthcare services**
 - Free healthcare consultations provided for women and children under five (number)
 - Children's vaccination coverage on Pentavalent (percentage)
- **Ensuring the provision of essential education services**
 - Students benefiting from the annual exams (percentage)
 - Teachers certified (number)

D. Project Description

14. **The project has two components:** (a) ensuring the provision of essential health and education services (US\$100 million) and (b) project management (US\$1 million). The project will ensure the provision of essential services in the health and education sectors for 2024 and 2025.

15. **Component 1: Ensuring the provision of essential health and education services (US\$100 million).** The operation will finance essential health and education services under the goods and services economic classification (see table 1). The component is divided into two subcomponents.



Table 1. Summary of Essential Services Selected (US\$, millions)

Sector	Essential Services Selected	Execution rate in 2023	Budget Allocation 2024	Execution as of May 2024	Execution rate in 2024 (%)
Health programs	Implementing the free health care strategy	100%	48.3	25.8	53.2
	Operating costs of hospitals and health centers	100%	47.3	16.6	35.1
	Acquiring and administrating routine vaccines	100%	6.7	0	0.0
Education programs	Organizing exams and competitions	96%	41.6	17.3	41.6
	Providing training and support to teachers	95%	21.4	6.1	28.5
	Equipping teachers with pedagogical kits	99%	4.2	0	0.0
Total		98%	169.5	65.8	38.8

16. **Subcomponent 1.1: Ensuring the provision of essential health services (US\$60 million).** The selected services in the health sector relate to implementing the free healthcare program, hospitals, and health centers services, and providing routine vaccines.

17. **Subcomponent 1.2: Ensuring the provision of essential education services (US\$40 million).** The selected services relate to organizing exams and competitions, training and supervising teachers, and equipping teachers with materials.

18. **Component 2: Project management (US\$1 million).** The purpose of this component is to finance the operating costs required for implementation of the project, including managing its fiduciary risk. In line with the lessons learned from a similar project implemented in Burkina Faso (P169486), the technical assistance component focuses on a limited number of activities to address well-identified PFM shortcomings associated with the selected services.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Area OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

Environmental and Social Risk Classification

19. **Environmental risk rating: Moderate.** The environmental risk is considered moderate, as the activities are not expected to directly generate irreversible risks or many negative environmental impacts. The project will not finance any civil engineering works that might induce risks and/or negative environmental impacts. However, some health-related activities may generate environmental and community health risks from inadequate storage, transportation, and disposal of infected medical waste and conditions of transportation and use of oxygen bottles. In addition, the risks of insecurity arising from (a) the grouping of pupils and teachers in the framework of the organization of exams and concours and (b) the training of education personnel and the organization of conferences for teachers are also to be considered during the environmental and social assessments.

20. **Social risk rating: Moderate.** The social risk is considered moderate, as the activities to be financed are limited to the recurrent costs of selected health and education services. The main social risks from the proposed project are related



to the potential exclusion of beneficiaries due to inadequacies in information and selection systems as well the security and violence context of the country (for example, challenges in setting the selection criteria for project activities both for structures and persons and ensuring the safety and security of children, especially girls, in the schools and health centers in red insecurity areas); labor issues related to the Project Implementation Unit (PIU) or the people hired for the health and education activities, vulnerabilities among some beneficiaries; and collateral risks to education, social protection, and health workers delivering services mainly in insecure areas.

21. **Environmental and Social Risk Classification (ESRC): Moderate.**

22. **Sexual exploitation and abuse/sexual harassment (SEA/SH) risk rating: Moderate.**

23. **Current SEA/SH Risk Rating: Moderate.** The SEA/SH risk is considered to be moderate. Project activities, as currently described, are not likely to significantly exacerbate project-related SEA/SH risks since they are mainly focused on financing recurrent costs of health and education services. The PIU has significant experience in managing SEA/SH risks and has already responded to SEA/SH incidents in a satisfactory manner. Gender-based violence mapping has been conducted in some of the project areas. Given the selected sectors (education and health), this project offers a great opportunity to introduce sectoral-level mitigation measures such as the application of sectoral code of conduct for health workers or teachers prohibiting and sanctioning SEA/SH. These measures would de facto strengthen the accountability framework of the education and health sectors.

E. Implementation

Institutional and Implementation Arrangements

24. **MEFP will be responsible for overall project implementation in liaison with the ministries in charge of education, health, and other stakeholders.** A PIU will be established within the PUDTR (P175382) under the MEFP and will implement activities and coordinate with the ministries in charge of education and health and other stakeholders involved in the project. The PIU will rely on Emergency Local Development and Resilience Project (PUDTR) adequate track record. The latter is endowed with a fiduciary platform including a manual of procedures, an information management system in financial management, and an external audit arrangement. Its current staffing includes a program coordinator, procurement specialist, monitoring and evaluation specialist, financial management specialist, accountants, internal auditors, environmental and social specialists, Gender-Based Violence (GBV) specialist, and security specialist. This team is well conversant with donors' procedures including the World Bank's rules and procedures. The PIU will update the existing operational manual enforced at PUDTR to incorporate the project's specificities. The PIU will also be responsible for implementing a clear communications strategy to ensure beneficiary participation and have appropriate guidelines reflected in the updated manual.

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