

**COMBINED PROJECT INFORMATION DOCUMENTS / INTEGRATED  
SAFEGUARDS DATA SHEET (PID/ISDS)  
ADDITIONAL FINANCING**

**Report No.:** PIDISDSA19994

**Date Prepared/Updated:** 11-Oct-2016

**I. BASIC INFORMATION**

**A. Basic Project Data**

<b>Country:</b>	Burkina Faso	<b>Project ID:</b>	P160371
		<b>Parent Project ID (if any):</b>	P124015
<b>Project Name:</b>	Additional Financing for Social Safety Net Project (P160371)		
<b>Parent Project Name:</b>	Social Safety Net Project (P124015)		
<b>Region:</b>	AFRICA		
<b>Estimated Appraisal Date:</b>	01-Oct-2016	<b>Estimated Board Date:</b>	05-Jan-2017
<b>Practice Area (Lead):</b>	Social Protection & Labor	<b>Lending Instrument:</b>	Investment Project Financing
<b>Borrower(s):</b>	Ministère des Finances (DGCOOP)		
<b>Implementing Agency:</b>	MFSNF		
<b>Financing (in USD Million)</b>			
	<b>Financing Source</b>		<b>Amount</b>
	Free-standing TFs AFR Human Development		9.00
	Financing Gap		0.00
	Total Project Cost		9.00
<b>Environmental Category:</b>	C - Not Required		
<b>Appraisal Review Decision (from Decision Note):</b>	The review did authorize the team to appraise and negotiate		
<b>Other Decision:</b>			
<b>Is this a Repeater project?</b>	No		

**B. Introduction and Context**

## **Country Context**

In recent years the poverty has been reduced in Burkina Faso from 46.7 percent in 2009 to 40.1 percent (headcount) in 2014. Despite the progress achieved towards poverty headcount reduction, the overall context remains that of high vulnerability to food insecurity and shocks. Given the strong population growth, over 7 million people remain under the poverty line. The poverty gap is actually growing and the share of the poorest quintile in national consumption is decreasing. The narrow resource base of the Sahel environment leaves households' livelihoods vulnerable to food insecurity and shocks. Fifty-eight percent of the population cannot meet basic caloric needs. Vulnerability is an intrinsic part of life for the vast majority of households in Burkina Faso, as almost 2/3 of them reported to be hurt by a shock in 2014.

## **Sectoral and institutional Context**

While the Government places significant emphasis on poverty reduction and food security, until recently the main focus of social assistance was on humanitarian aid and food distribution such as direct food handouts or subsidized food distribution in areas of high food insecurity. The programs are not designed to address the structural poverty or build the poor's resilience. During the most recent food crisis (dry season 2012) the Government spent more than US\$130 million to help feed affected people. Burkina Faso's climate is prone to strong seasonal and annual variations in precipitation patterns. Climate has an important impact on key economic sectors such as agriculture, water resources, animal husbandry and forestry, as identified in the National Adaptation Plan of Action (NAPA, 2007). In addition, natural hazards such as flooding, storms and wild land fires are also likely to intensify both in intensity and frequency. The severe floods of September 2009 affected more than 150,000 people with damages exceeding US\$130 million (PDNA, 2009).

With the support of a US\$50 million IDA investment operation (Social Safety Net project, P124015), which became effective in September 2014, the Government started to put in place the cash transfer program *Burkin-Naong-Sa ya*. The program provides income support to 40,000 poor households with young children in three regions as a tool for reducing structural poverty and help households boost their human capital especially in terms of nutrition and early childhood development.

After less than two years of implementation, Burkina Faso has put in place a basic but well-functioning cash transfer program that includes activities aimed to improve nutrition and early childhood development of beneficiary households. The existing project has also built a basic but modern and efficient management information system including a database of key information on a number of households in the poorest regions of the country.

The National Social Protection Council (CNPS) of Burkina Faso is in the process of proposing plans to use a national identification and registration system to identify households that are eligible for various safety net programs. They are also proposing a set of programs that could use this identification and registration system to provide benefits to specific target groups.

Despite the progress achieved towards increasing the income of poor households, the overall context remains that of high vulnerability to food insecurity and shocks. The main challenges affecting the Government's ability to build resilience among vulnerable populations are: (i) limited knowledge on the scope of vulnerability and poverty; (ii) scattered approaches to identifying poor and vulnerable households; (iii) absence of coordination between numerous

actors and multiple interventions in social protection, disaster risk management and resilience; and (iv) lack of effective tools to anticipate and promptly respond to shocks effectively.

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

#### **Original Project Development Objective(s) - Parent**

The project development objective (PDO) is to provide income support to poor households and to lay the foundations for a basic safety net system in Burkina Faso.

#### **Proposed Project Development Objective(s) - Additional Financing**

The PDO is to increase access of poor and vulnerable households to safety nets and to lay the foundations for an adaptive safety net system in Burkina Faso.

#### **Key Results**

The project aims to provide safety nets to around 280,000 people (56,000 households) and to increase consumption of the poorest households. It aims to have a targeting efficiency of 60% in the poorest 2 wealth quintiles. It also aims to provide accompanying activities related to nutrition, ECD and economic activities to the beneficiary households. Moreover, the project aims to continue to build safety net systems and to make them more responsive to climate change and to build household resilience. Therefore the project monitors results related to the establishment of a payment system, a targeting system, and an temporary adaptive benefit whose technical parameter allows it to scale up and down quickly in response to shocks.

### **D. Project Description**

The proposed AF will improve the efficiency of the safety net system that was established with support from the parent project to ensure that this system can be rapidly scaled up to respond to crises and can foster the resilience of the poorest households. It will be organized following the three components of the parent project.

1. Component 1: Cash Transfers and Awareness Program for Poor and Vulnerable Households (original project US\$38.8 million; AF US\$8.2 million; total US\$47.0 million)  
The proposed AF will continue implementation of the CTs based on the parameters defined in the parent project. With the contribution of the AF, the program will be scaled up by about 40 percent to reach around 16,000 additional beneficiary households to test and build knowledge for how to expand the coverage of the program to a national scale in the long term. In addition, program targeting and management mechanisms to address vulnerability, respond to shocks, and build household resilience will be reinforced through Component 2. These new technical features will be applied by the programs supported under Component 1 by expanding the CT program to identify new beneficiaries and provide them with CTs and complementary activities.

The activities proposed by the AF are as follows:

(a) Expand the CT program to around 8,000 more structurally poor households. The scale-up will add more households, including in five communes in two new provinces (Lorum and Passoré) in the Nord region of Burkina Faso that have a high incidence of chronic poverty and malnutrition. The provinces were selected based on the new household survey data (Enquête Multisectorielle Continue, 2014) as well as the National Nutrition Survey (Enquête Nutritionnelle Nationale, 2015). To strengthen the involvement of the Ministry of Women, National Solidarity and Family in the implementation of the project in the communes and villages and start moving the program toward using the Government's structures in providing safety nets, the communes in which the program will be implemented will be those where social services

are already available. Currently, five communes in Lorum and PassorÃ© have existing social action offices with at least one social worker on-site. Because there are no reliable data available to determine which villages are the poorest, the project will continue to use the existing methodology of drawing the villages at random. The main target group for this scale-up will be chronically poor households to break the long-term cycle and the intergenerational transmission of poverty. The additional households will benefit from the program for 24 months. The amount of the transfer and the frequency of the payments will be the same as in the original project. Adding 8,000 new households (20 percent of the current program) and providing them the same amount of transfers is expected to cost around US\$4.2 million including administrative costs for targeting, registration, payments, and so on.

(b) Pilot a CT program as a response mechanism to address vulnerability and shocks. In the long term, the objective is to establish a scalability mechanism with clearly defined triggers and decision rules for responding to shocks. For this purpose, in the short term, this component will test different options and methodologies for scaling up the program in case of a shock. This testing exercise will be done with the long-term view of defining a mechanism that could be systemically implemented as a response to potential future shocks. In particular, this component will design and implement a small CT pilot program of about 8,000 households in one province (BoulkiemdÃ©) in the Centre-Ouest region where food insecurity and chronic poverty are high. The province was selected based on a data mapping exercise overlaying trends in food insecurity indicators from the Cadre HarmonisÃ© in 2014 (2016 with the poverty headcounts per region in 2014 and accounts for population size. Similar to the long-term program, communes will be selected based on the presence of social action services. The specific selection of provinces and communes may be revisited during the technical preparation of the program if new data become available. In the future, the project will consider how information from the SAP annual data on (communes at risk) can be used to identify specific communes to target. The methodology may, however, need to be strengthened first. The exact process to determine which villages and households to include in the pilot will draw on some of the analytical products prepared by the World Bank-executed adaptive social protection non-lending technical assistance (ASP NLTA). For instance, to select households, the project may use a combination of alternative proxy means testing (PMT) and household economic analysis (HEA) community-based targeting methods for faster identification, which are more conducive to responding quickly to shocks. The additional households will benefit from the CTs for a period of 4 (5 months as necessary to sufficiently support households during seasonal or emergency needs. Each household will be eligible for the program for two years in a row. Providing 6 CT payments (3 per year) to 8,000 households is estimated to cost about US\$2 million.

(c) Pilot a package of productive activities (as part of the complementary activities Subcomponent 1.2 of the project). These activities aim to strengthen the resilience and economic activities of poor households. The technical details of the package will be based on analytical work that is currently being undertaken in Burkina Faso through the World Bank-executed ASP NLTA as well as on experiences from the ongoing implementation of the nutrition and ECD activities of the project. The productive activities package will be implemented as a pilot that will cover between 10,000 and 15,000 beneficiary households. Around US\$2 million will be allocated to the productive activities. The specific zones where the productive package will be tested and rolled out will be determined at a later stage. Component 2 as well as the adaptive social protection World Bank-executed funds will finance the design of the package of activities.

2. Component 2: Laying the Foundations for an Adaptive National Safety Net System (original project US\$6.6 million; AF US\$0.8 million; total US\$7.4 million)

This component will continue to support the Government in building systems and platforms to

manage safety nets. To support the objectives of the AF and the scale-up of the safety net program, the component will mainly focus on two core activities. First, it will update and expand the targeting system used by the Burkin-Naong-Sa ya program by establishing links to the SAP and geographic information system data as a way to identify geographic areas affected by or vulnerable to shocks. This will involve developing scalability mechanisms with clearly defined triggers and decision rules for how safety net programs in Burkina Faso (including Burkin-Naong-Sa ya) can respond to shocks. These new features should then be applied by the expanded CT program financed under Component 1.

It will also update the household targeting methods to allow the CT program to more quickly identify households affected by or vulnerable to shocks and food insecurity. These updates to the targeting system will be informed by the technical work conducted under the ASP NLTA, including tests and studies on targeting mechanisms and an assessment of the institutional framework for social protection in Burkina Faso.

Second, the component will contribute to the setup of a national social registry including a harmonized targeting approach and making it usable for various social services and safety net programs such as subsidized health care and schooling, programs for youth employment, and programs to address food insecurity and malnutrition. This activity involves close coordination between with other Government actors. Specifically the component will do this by continuing to develop an IT infrastructure platform, which can be expanded to facilitate collaboration with other agencies. In collaboration with the other actors, the Government will have to explore whether the Burkin-Naong-Sa ya's existing MIS could be used as a base and expanded upon. The work will include developing information-sharing protocols and providing support to other databases to integrate and coordinate existing data and potentially undertake new data collection. The component may also help develop new operational modules that can be usable for other safety net programs and link these to the database of households.

The component will also support the design of a package for productive activities and resilience based on the feasibility study undertaken by the World Bank-executed ASP NLTA in FY2016.

3. Component 3: Project Management (original project US\$4.6 million; AF US\$0.0 million; total US\$4.6 million)

The basic parameters of the interventions for this subcomponent will remain the same as in the original project. The AF will help reach the parent project's target and will support the Government to scale up and sustain the CT program to achieve an additional target of around 16,000 new beneficiary households. This component will also continue to support activities related to M&E and transparency of the program such as information and communications campaigns, process evaluation, system assessments, spot checks, and audits. No AF will be provided to this component specifically as program expansion in the provinces will largely be guided by existing social workers in the selected communes. Implementing the package of productive activities will require additional resources for managing these activities both at the central and at the local level but will be financed through Component 1.

**Component Name**

Cash transfers and awareness programs for poor and vulnerable households

**Comments (optional)**

**Component Name**

Laying the foundations for an adaptive national safety net system

### **Comments (optional)**

#### **Component Name**

Project management

#### **Comments (optional)**

### **E. Project location and salient physical characteristics relevant to the safeguard analysis (if known)**

This project is classified as Category C (Not Required) because no civil works or other project activities will be undertaken that have adverse environmental or social impacts. The project does not require any land acquisition leading to involuntary resettlement and/or restrictions of access to resources and livelihood.

The program will operate in the most disadvantaged regions of the country - where chronic monetary poverty and chronic malnutrition (stunting) are the highest. These regions include the Est, Nord, and the Centre-Est. Two of the three regions (Est is the exception) also overlap with the World Bank Reproductive Health project. In order to ensure complementarity, the project will operate in the same districts that have been chosen in the health project's second phase. While intraregional variance is small, these districts also have among the highest levels of poverty and malnutrition in their respective regions. In the Est, the project will operate in the three provinces with the highest prevalence of malnutrition according to Enquête Nationale de Nutrition (ENN). The selection of provinces/districts may be further refined and revised based on the poverty map currently under preparation, the ongoing 2014 household survey, or based on other participatory methods. Within provinces/districts villages will be randomly selected subject to population size, the number of poor households and accessibility.

### **F. Environmental and Social Safeguards Specialists**

Leandre Yameogo (GEN07)

## **II. Implementation**

### **Institutional and Implementation Arrangements**

The implementation arrangements of both the parent project and the AF will change before the AF is effective. The institutional arrangement of both the parent project and the AF will be shared between the Ministry of Employment, and Ministry of Women, National Solidarity and Family (sole implementing agency of the parent project). The project will rely on the Ministry of Women, National Solidarity and Family's provincial and departmental structure for coordinating and implementing the cash transfer and complementary activities at the village level. The implementing unit will be housed in the Ministry of Employment and shared with the PEJDC. There will be one joint Steering Committee for both projects. The composition of the Steering Committee will be finalized prior to effectiveness. This change is consistent with the Government's desire to reduce the number of implementation units and organize them by sector. This change also aims to ensure greater consistency in the Bank portfolio in Burkina Faso, and take advantage of economies of scale. The implementing unit of PEJDC will be strengthened to manage the additional workload. The composition of the implementation unit will be finalized before effectiveness and will include

technical staff assigned to manage each project and shared administrative and fiduciary staff. Importantly the technical management and financial management part of this unit have not demonstrated substantial weaknesses in the past.

### III. Safeguard Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

### IV. Key Safeguard Policy Issues and Their Management

#### A. Summary of Key Safeguard Issues

<b>1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:</b>
<b>2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:</b>
<b>3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.</b>
<b>4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.</b>
<b>5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.</b>

#### B. Disclosure Requirements

<b>If the project triggers the Pest Management and/or Physical Cultural Resources policies, the respective issues are to be addressed and disclosed as part of the Environmental Assessment/Audit/or EMP.</b>
<b>If in-country disclosure of any of the above documents is not expected, please explain why:</b>

### *C. Compliance Monitoring Indicators at the Corporate Level*

<b>The World Bank Policy on Disclosure of Information</b>	
Have relevant safeguard policies documents been sent to the World Bank's Infoshop?	Yes [ <input type="checkbox"/> ] No [ <input type="checkbox"/> ] NA [ <input type="checkbox"/> ]
Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?	Yes [ <input type="checkbox"/> ] No [ <input type="checkbox"/> ] NA [ <input type="checkbox"/> ]
<b>All Safeguard Policies</b>	
Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?	Yes [ <input type="checkbox"/> ] No [ <input type="checkbox"/> ] NA [ <input type="checkbox"/> ]
Have costs related to safeguard policy measures been included in the project cost?	Yes [ <input type="checkbox"/> ] No [ <input type="checkbox"/> ] NA [ <input type="checkbox"/> ]
Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?	Yes [ <input type="checkbox"/> ] No [ <input type="checkbox"/> ] NA [ <input type="checkbox"/> ]
Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?	Yes [ <input type="checkbox"/> ] No [ <input type="checkbox"/> ] NA [ <input type="checkbox"/> ]

### **V. Contact point**

#### **World Bank**

Contact: Rebekka E. Grun  
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#### **Borrower/Client/Recipient**

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**VI. For more information contact:**

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**VII. Approval**

Task Team Leader(s):	Name: Rebekka E. Grun	
<b><i>Approved By</i></b>		
Safeguards Advisor:	Name: Maman-Sani Issa (SA)	Date: 11-Oct-2016
Practice Manager/ Manager:	Name: Stefano Paternostro (PMGR)	Date: 11-Oct-2016
Country Director:	Name: Cheick Fantamady Kante (CD)	Date: 13-Oct-2016