1. Country and Sector Background

1. Geography. Burkina Faso stretches over 274,400 square kilometers, with a population of nearly 14 million in 2007, and a population growth rate of 2.8 percent. The tropical arid climate is characterized by one long dry season (7-9 months) and a short rainy season (3-5 months). Depending on annual rainfall, which varies from 600 mm in the North to 1200 in the South, the country can be divided into three major agro-ecological zones from the North to the South: the Sahel, Sudan-Sahel and the Sudan zones. The agrarian economy is particularly vulnerable to climatic and external shocks. Burkina’s fragile Sahelian environment is drought-prone and susceptible to flooding.

2. Growth and Poverty. The country is one of the poorest in Sub-Saharan Africa, and remains largely dependent of foreign aid, which represents 10 percent of the gross domestic product and 80 percent of public investments. Per capita income was US$ 430 in 2005, much lower than the low income countries’ average of US$ 590. Literacy rate was 24 percent, whereas life expectancy averaged 53 years in 2008 when the country ranked second to last according to the United Nations human development index. Up to 2006, growth has been sustained at an annual rate of 6 percent. This period was marked by large investments in social sectors, mainly health and education, which led to substantial reduction in poverty from 46.3 percent in 2003 to 42.1 percent in 2006. However, the economy started to slow down since 2007 following the twin food and energy price crises, leading to a slight increase in poverty by 0.5 point in 2007. The persistence of these crises contributed to a further increase of poverty incidence by 3 points in 2008, bringing the share of the population living in poverty back to 2003-04 levels.

3. Food Security. Burkina Faso is characterized by chronic food insecurity. According to the national household survey, more than 38 percent of households had difficulties satisfying
their food needs in 2007. Historically, Burkina Faso has relied mostly on extensive agriculture to meet its population’s food needs. However, in the past two decades, its population has grown at nearly three percent per year whilst crop productivity has stagnated. This has been an important factor in the lack of improvement of the country’s food security status. Cereal yields are still below one ton of grain on average per hectare. Livestock production, largely practiced under extensive pastoral and agro-pastoral conditions, displays equally low productivity. Food security varies greatly between years, as large annual fluctuations in rainfall lead to erratic cereal production volumes. Being a net importer, food security in Burkina Faso has also been significantly affected by the recent surge in food prices worldwide.

Issues and challenges

4. Beyond the country’s vulnerability to climatic shocks, the following key factors explain poor agricultural production: (i) low productivity due to the extensive nature of production practices; (ii) wide gap between agriculture research and farmers results due mainly to weak technology transfer and difficulties of farmers to access improved technologies; and (iii) high price volatility during the annual cycle and across years due in part to climatic shocks; this creates very difficult conditions for poor rural dwellers to access food in deficit years and during the annual ‘hungry’ season at the time crops are yet to be harvested. As a country in the Sahel, Burkina Faso faces serious problems of price variability. The price instability question is much more complex than what is revealed in the most recent surge in food prices. Background work during the preparation of this project made a more detailed analysis of the nature and extent of the coarse grain price instability in Burkina Faso. The price variability analysis was conducted over the past 11 years, i.e. since the 1997/98 marketing season (October-September). According to official statistics, this period corresponds to a rapid production growth of food grains, at a rate faster than the population growth. In general, food grain prices exhibit two kinds of price variability: seasonal and cyclical. The seasonal variations, starting with a low from October to January and peaking in the period May to August. The average seasonal price increase from November-December to May-August ranges from 26% for millet, to 33% for sorghum and 37% for maize at producer level, and 24%, 28% and 26% respectively at consumer level. There may however be ways in which price stability can be further improved. The cyclical price variations reflect changes in the overall supply situation in West Africa. Since the latter 90s, these have been occurring every 3-4 years. These cycles cut across seasonal trends, sometimes reinforcing them and sometimes diminishing their effect. When prices are at their low point, they are often below production costs for maize—the one crop that is produced on a commercial basis with substantial quantities of fertilizer.

Government strategy

5. The Government of Burkina Faso adopted a new Rural Development Strategy (SDR) in December 2003. The SDR defined seven strategic pillars and priority actions for advancing the rural development agenda. Three of these pillars are most relevant to the proposed project: (i) increasing, diversifying, and intensifying crop, livestock, and forestry and fishery production; (ii) reinforcing the links between production and markets; and (iii) increasing and diversifying income sources. More recently in the Green Revolution Document (2007), the Government has also recognized the need for renewed emphasis on food security. In the wake of the rising food
prices, the Government has prepared an Emergency Plan for Food Security (2008) to mitigate the impact of the food price crisis. Accordingly, the Government has taken a number of short-term measures to deal with the immediate effects of rising food prices, including: (i) tax relief on high consumption food items, such as rice and milk; (ii) distribution of seeds and fertilizer to farmers; and (iii) use of safety nets in the health and education sectors. In taking these short-term measures, the Government has recognized that these are necessary steps but not sufficient to address the more structural aspects of food insecurity. Hence, its decision to complement short-term measures with dedicated efforts aimed at improving the productivity and post-harvest conditions of food crops and animal products, and facilitating their access by those segments of the rural populations that are most impacted by food insecurity.

2. Objectives

Higher level objectives to which the project contributes

6. The proposed project is fully aligned with the new CAS which places great emphasis on the agriculture sector. It will contribute to the key CAS objectives of accelerated and shared growth, increased employment opportunities, and reduced income risks in rural areas. Contrary to the recent Bank emergency assistance in the wake of the food price crisis which is inherently short term¹, the project offers a medium to long term framework for strengthening food production and marketing on a sustainable basis. The proposed project is consistent with the Africa Action Plan (AAP), the Bank’s Global Food Crisis Response Program and NEPAD’s Comprehensive Africa Agriculture Development Program.

Project development objective and key indicators

7. The project’s PDO is to improve producers’ capacity to increase production and to ensure improved availability of cereals and livestock products in rural areas.

8. To achieve this objective, the project will: (i) scale up agricultural technology transfer and dissemination to improve productivity and overall food production; (ii) strengthen the capacities of stakeholders to manage the variability of food supplies at local and national levels through increased storage and access to credit under the inventory credit system; (iii) improve the provision and efficiency of core public and private services.

9. Expected results against which the PDO will be measured are: (i) increase in cereal production in the targeted zones; (ii) increase in quantity of products stored in the warrantage scheme; (iii) increase in milk production in the targeted zones.

3. Rationale for Bank Involvement

10. The current Bank projects in the rural sector aim at reinforcing the delivery of basic services and supporting agricultural diversification, as well as sustaining natural resources management. However, they do not explicitly serve the need to increase domestic crop and
livestock production or address associated production and commercial risks which should contribute most to rural food security given Burkina Faso’s vulnerability to food shortages. The proposed project is intended to do that by supporting agriculture and livestock productivity, as well as better risk management, and increasing accessibility to food products on the part of rural populations. It will support activities along the supply chains that are most critical for improving food security, i.e., food crops (prominently cereals) and livestock production (prominently milk, swine and poultry production). It will place special attention on facilitating access to food on the part of the most food insecure rural households. The Bank is particularly well placed in Burkina Faso to spearhead such an effort as it is the lead donor in the rural sector.

4. Description

11. Project activities will be organized around the following components and sub-components.

Component 1. Improvement in food production and accessibility (US$29.3 million)

12. This component will finance the adoption of high performing technological packages, including: (i) for food crop production, the focus will be on improved seeds, fertilizer, manure and sustainable soil management technologies. An additional option will be animal traction and post-harvest technologies; (ii) for livestock, the focus will be on milk production and short cycle livestock products: genetic improvement (local and exotic breeds), access to veterinary services and products (including, vaccination, and animal feed; and (iii) for the zones adjacent to protected areas in which agricultural production has been curtailed or prohibited by law: technologies for valorization of non-forestry products. This component will also promote agriculture and livestock integration technologies to raise productivity (fodder production, manure etc.)

13. Financial assistance to acquire the technology packages will be provided in the form of matching grants to eligible households, producer groups and communities. A minimum cash contribution will be required to enroll in the matching grant program. This program will be of a three-year duration with the level of the matching grant decreasing for each cohort of beneficiaries from 75% of the cost of the packages the first year, to 50% the second year and 25% the third year. Those beneficiaries with limited purchasing power who cannot provide their contribution in cash will be given the opportunity to participate in “vouchers for work” programs. They will be compensated with vouchers that can be redeemed as payment of their cash contribution. The project will collaborate with the World Food Program for the implementation of the “voucher for work” program.

14. **Targeting**. Targeting of beneficiaries will be done at a three-fold level. The first level involves geographic targeting by which the project will focus on the four main agro-ecological areas with packages adapted to the particular context of each area. The second level involves self-targeting; the project will make use of a self-targeting mechanism whereby interested farmers will make their own decisions as to how they choose to enroll into the project technology transfer program based on the menu of options offered to them. Poorer farmers – including the majority of small scale producers (farm size less than 5 hectares), net food buyers and women – will be provided with the opportunity to participate in a voucher for work program. Vouchers obtained through this program can be redeemed against improved technological packages. Less
poor farmers with adequate resources have the additional option to directly purchase improved technology packages from services providers.

**Component 2. Post-harvest systems and marketing of food products (US$9million)**

15. This component aims to strengthen the capacities of stakeholders to manage the variability of food supplies at local and national levels. This component will have two sub-components:

**Sub-Component 2.1: Post-harvest improvement.**

16. This sub-component aims to: (i) ensure dissemination of improved technologies for reducing post-harvest losses, including improved granaries and double-bagging; (ii) finance multifunctional platforms to facilitate adoption of food processing equipment; (iii) support the expansion of small scale improved cereals and milk processing units managed principally by women groups in rural areas.

**Sub-Component 2.2: Development of market functions**

17. This sub-component will finance: (i) the development of village level warrantage (inventory credit) schemes in surplus areas (see Annex 4 for details); (ii) the restructuring of cereal banks into market cooperatives to supply grain to consumers in deficit areas; (iii) the piloting of a large scale warehousing facility in South Western Burkina Faso; (iv) the strengthening of market information systems (MIS) and the creation of one-stop centers with the Regional Chambers of Agriculture; (v) the introduction of uniform weights and measures; (vi) the strengthening of the capacity of the National Agency for Management of Emergency Stocks (SONAGESS) particularly with regard to market information; and (vii) the technical and business advisory services for market operators to implement viable technologies.

**Component 3 - Institutional development and capacity building (US$ 11 million)**

18. The component aims at reinforcing institutions and building capacities of public and private service providers for effective delivery of services and technologies to beneficiaries. Specifically, project activities will focus on the following areas:

**Sub-Component 3.1: Building capacities of service providers.**

19. This sub-component will focus on: (i) building capacities of private service providers, including technical advisory providers to support technology transfer to farmers, accounting and management advisers for producer organizations (POs), and (ii) strengthening capacity of core public services to support project implementation in their field of competence. The project will finance training programs, study tours, studies and short-term consultant services, as well as equipment to ensure efficient functioning of services. Project funding under this component will require each implementing ministry to prepare project-related training programs on the basis of performance-based contracts.

**Sub-Component 3.2: Strengthening agricultural input supply delivery systems.**

20. This subcomponent will provide: (i) training, equipment and technical assistance to support the scaling up of input delivery systems for seeds, animal feed, and other agricultural inputs through: (ii) dissemination and implementation of the new Seed Production Law (*Lois sur les Semences et les Intrants Agricoles*); and (iii) strengthening and expanding of existing input supply networks (AGRODIA and COCIMA in particular).
Sub-Component 3.3: **Strengthening capacity of producer organizations (POs)**

21. The project will finance: (i) capacity strengthening of grass roots POs to help them play an active role in technology transfer, access to inputs and equipment, bulking and marketing of agricultural products, and the promotion of the sector’s interests. This support will include provision of advisory services, trainings, workshops, development of business plans, study tours.

22. Moreover, regional chambers of agriculture will be provided with additional technical staffing, technical assistance and training to contract service providers for technology transfer. The sub-component will also finance training modules, on-farm demonstrations, farm technology days, study tours and producer-to-producer exchange visits, communication and information activities (e.g. awareness-raising campaigns, technology workshops, etc.). Implementation will be carefully monitored, and externally evaluated, and findings will be used to refine the approach.

Sub-Component 3.4: **Management and Monitoring & Evaluation (M&E) of project activities**

23. The project will finance: the staff assigned to the project, on a full or shared-time basis; operating costs for the three ministries, the national and regional agriculture chambers, and for technical assistance related to the recruitment of service providers at national and regional levels; capacity building for project staff including focal points within implementing ministries, and the mandatory audits and reviews. Financing will be provided also for equipment (computers, vehicles) and goods (software, digitized maps), and technical assistance required for project execution by existing operational units in the three ministries in charge (Agriculture, Livestock, and Environment).

24. The project will also support the creation or strengthening of sector and sub-sector monitoring and evaluation systems within the Ministries of Agriculture, Livestock and Environment. These systems will be responsible for collecting data in the various sub-sectors, for compiling and analyzing results, and periodically disseminating information to all stakeholders on technology transfer and market conditions. In addition, the project will help the Ministry of the Environment ensure the following missions: monitoring of project environmental impacts, implementation of the pest management plan and other mitigation measures with respect to environmental safeguards.

5. **Financing**

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<tr>
<td>BORROWER/RECIPIENT</td>
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<td>International Development Association (IDA)</td>
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Total 54.0
6. Implementation

25. **Institutional set-up:** Overall management of the project will be under the Secretariat General of the Ministry of Agriculture. Each of the three implementing ministries (Agriculture, Livestock and Environment) implements the Project’s activities in its own areas of competence. At regional and local level, the responsibility for dissemination of agriculture and livestock packages will be delegated to the Chambers of Agriculture (Chambres Régionales de l’Agriculture). The Chambers of Agriculture will be strengthened to contract private and public service providers (advisory offices, NGOs, front line extension agents when they exist) to support technology dissemination and marketing activities. The project will delegate to the National Protected Areas Agency the dissemination of the natural resources management packages in the seven protected areas covered by PAGEN. This agency will outsource services to communities at local level. A project Steering Committee comprising representative from the Government and civil society will be created with responsibility for defining the strategic orientations and approving work plans and budgets at central level. A Technical Supervision Committee will also be set-up with responsibilities to vet all technical aspects underpinning project implementation.

**Monitoring and evaluation of outcomes/results**

26. M&E activities will be undertaken by each implementing ministry through its in-house M&E system implemented by the planning unit. A mechanism to involve implementing agencies (e.g., CRAs and OFINAP) in the system will be established to elicit ownership and promote the use of M&E outputs. In this regard, implementing agencies will be strengthened to monitor and evaluate their activities. Data collected and processed by implementing agencies will be transmitted to the implementing ministries, which will consolidate them and produce M&E reports and dashboards. The MAHRH focal point will ensure that all M&E outputs are aggregated and presented in the form of comprehensive documents for all project activities. The technical coordination committee will review these outputs prior to dissemination to all the stakeholders involved in project implementation.

27. The project will support the M&E units of the three ministries, through specialized TA and equipment, so that they are strengthened to collect, process, and disseminate data concerning project activities. The baseline data shown in Annex 4 will be updated at project inception. In addition, household level data will be collected in major agroecological zones, and the data will serve as the basis for computing indicators against which project results will be measured throughout the project implementation.

28. The M&E section of the Project Implementation Manual will identify data sources and detail data collection methods, both as regards primary and secondary data, and quantitative vs. qualitative data. The project focal point will prepare two types of monitoring reports: (i) a monthly report presenting key indicators and main achievements to update the dashboard from one month to the other; and (ii) a quarterly report that will make an in-depth assessment of
progress achieved during the quarter. The frequency of data collection will correspond to the timing of release of these reports.

7. Sustainability

29. One of the mechanisms for ensuring sustainability is the underlying profitability of targeted activities. As the project contributes to achieve higher yields and to develop cereals banks, input banks and input delivery systems around these banks, sustainability in physical and financial access to improved technologies will be achieved. The project would aim participating farmers to exit the voucher scheme upon completion of three production cycles.

30. As a condition to continue to benefit from improved technologies, farmers will be asked to put aside small savings, starting at the end of first year. The savings accumulated during the three years will constitute the farmer’s operating capital to guarantee his financial access to improved technologies in future years.

31. Sustainability would also be achieved through the scaling up of inventory credit scheme (warrantage), which would contribute to solve marketing and input access problems.

32. Regional Agricultural Chambers will be strengthened and given the means to support and organize producer associations and facilitate their access to advisory services in the long run. The strengthening of research, extension, and training institutes and private providers will also serve the sustainability objective.

33. The project will also support studies and activities aiming at the establishment of a sustainable agricultural development fund similar to the Côte d’Ivoire’s Interprofessional Fund for Research and Advisory Services (FIRCA).

8. Lessons Learned from Past Operations in the Country/Sector

34. The Bank has a long standing experience in supporting rural development in Burkina. From 1995 to 2005, it financed three projects: (i) The Burkina Food Security and Nutrition Project (closed in November 2000) addressing food security issues mostly from a demand side, by developing nutritional education, safety net, early warning, and market information systems, (ii) the Pilot Private Irrigation Development Project (DIPAC), (iii) the National Agricultural Services Development Projects (PNDSA), the first phase of the Community Based Rural Development (CBRD I), and the Sustainable Wildlife and Biodiversity Project (PAGEN).

35. Based on these lessons, the World Bank has provided since 2005 a combined financing of approximately $US145 million to the Government of Burkina Faso, to support three rural development projects. The second Community Based Rural Development (CBRD-II) Project (US$74 million, FY07) supports investments in decentralized service delivery in rural communities and contributes to strengthen the local governance and management capacities. The CBRD-II project also serves as a vehicle to implement the GEF-financed Sahel Integrated Lowland Ecosystem Management Project ($US4.5 million, FY04), which contributes to finance activities aimed at improving watershed management across the country. The Agricultural
Diversification and Market Development (ADMD) Project (US$66 million, FY06) emphasizes increased productivity and diversification in commercial and export-oriented agriculture, including the critical cotton sector and the cattle/beef, poultry and fruits and vegetables supply chains.

9. Safeguard Policies (including public consultation)

36. Consultations with key stakeholders within the public sector, the private sector, and civil society were conducted throughout project preparation. The chamber of Agriculture, professional associations in the targeted sub-sectors, the network of input suppliers, key NGOs working in the rural area were involved in the definition of the scope of activities and they will remain engaged during implementation, supervision and evaluation stages of the project. Youth and women, in particular, are expected to benefit from this project because they are heavily involved in most of the activities and processes along the food crop supply chain.

37. From an environmental and social safeguard point of view, the Burkina Agricultural Productivity and Food Security Project (APFS) is a Category B project. That is, the environmental and social impacts of the project, for the most part, are expected to be adverse, but minimal, site specific and manageable to an accepted level. There are three Bank Safeguard policies applicable to the project. These include: Environmental Assessment (OP 4.01); Involuntary Resettlement (OP 4.12) and Pest Management (OP 4.09).

38. At the time of the mission, the range, scale, locations and number of sub-projects, as part of ADMD initiatives were unknown. The difficulty inherent in defining what the real environmental and social impacts of envisioned sub-projects are and determining what mitigation measures should be put in place, requires the development of an *Environmental and Social Management Framework (ESMF)* and a *Resettlement Policy Framework (RPF)*, a social safeguard instrument used to addressing potential land acquisition or loss of economic activity issues on the part of individuals or group of individuals in project intervention zones. In addition, it was determined, based on project envisioned activities focusing on intensification of agriculture, that the Pest Management Policy is triggered. Based on that consideration, a *Pest Management Plan (PMP)* was also elaborated in the context of project preparation.

39. All project safeguard instruments have been prepared, in full compliance with Bank and national safeguard policies, by local consultants, following a broad consultation framework, involving all relevant stakeholder groups, both public and private and other interested parties.

40. As indicated above, the preparation of the project safeguard instruments followed a broad consultation framework with all potential stakeholders. This participatory approach will be carried on throughout implementation, supervision and evaluation of the project.

41. Upon review and approval by the Africa Safeguards Policy Enhancement ASPEN unit, the disclosure of the ESMF, PMP and RPF took place in-country and at Bank InfoShop on 4/07/2009 and 7/14/2009, respectively. Prior to disclosure in-country and at Bank InfoShop, a stakeholder workshop, chaired by Ministry of Environment, was organized by the project preparation committee, involving relevant project stakeholder groups in public agencies, such as *Direction*
des Evaluations d’Impacts Environnementales et Sociales in the Ministry of Environment; representatives of professional organizations of the targeted agricultural sub-sectors civil society; and NGOs. This approach was utilized with the intention of presenting the results of the studies, fostering ownership and seeking input from these stakeholders in order to improve quality and soundness of the of the instrument. Recommendations from both ASPEN and stakeholders’ workshop have been reflected in the final safeguard reports, prior to disclosure. These recommendations and relevant provisions from the three sets of safeguard instruments will be reflected in Project Implementation Manual (PIM).

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<td>Environmental Assessment <em>(OP/BP 4.01)</em></td>
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10. List of Factual Technical Documents

Documents produced in the context of ADMDP

1. Document Guide de la Révolution Verte, MAHRH, MECV, MRA.
3. Aide mémoire de la mission de pre-evaluation du PAPSA- Février 2009
5. Programme National pour la Sécurité Alimentaire, MAHRH, Octobre 2008
6. Note technique sur l’information et la communication, Direction Général de la Vulgarisation et de la Recherche Développement, MAHRH, Janvier 2009
7. Principaux acquis de la recherche rizicole, INERA –Janvier 2009
8. Situation des OPA par filière, DOPAIR-MAHRH, Janvier 2009
10. Synthèse de l’ensemble des technologies en production végétale pour la Zone Ouest, Janvier 2009
11. Synthèse Etats des lieux dans cadre du PAPSA, MECV, Janvier 2009
12. Technologie adaptées aux différentes zones agro-écologies

* By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties' claims on the disputed areas.
Strategic documents

14. Stratégie Opérationnelle et Programme de Sécurité Alimentaire Durable dans une perspective de lutte contre la pauvreté, MAHRH, Avril 2003
15. Lettre de Politique de Développement Rural Durable, MAHRH, Décembre 2002
16. Cadre Général de Coopération Etat-partenaires en matière de Sécurité Alimentaire
17. Note sur le Dispositif d’Appui Conseil et Recherche/Développement du MRA, Direction de la Vulgarisation et de la Recherche Développement, Janvier 2004
18. Plan d’action Système d’Information sur la Sécurité Alimentaire, MAHRH, mars 2004
20. Répertoire des paquets technologiques en production animales, Direction de la Vulgarisation et de la Recherche Développement, MRA
22. Analyse de la Filière Bétail-Viande au Burkina Faso, MRA, 2007

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