1. Country and Sector Background

Located in the middle of Western Africa, Burkina Faso has a population of 12.5 million inhabitants with a territory of 274,000 Km2. It is one of the poorest countries in the world, characterized in 2003 by a per capita revenue of US$350.

The economy of Burkina Faso is dominated by agriculture. In fact, the agricultural sector broadly defined generates about 40 percent of the GNP (25 percent from plant agriculture, 12 percent from livestock, 3 percent from forestry and fisheries together). This sector provides jobs and revenues to about 86 percent of the population and represents 80 percent of export earnings.

During the 90’s the Government implemented an Agricultural Sector Adjustment Program that has led to the liberalization of trade in agricultural products, the privatization of agro-industrial enterprises, the reorganization of mentoring and other BDS services, the privatization of almost all public enterprises operating in the production, the processing and the commercialization of agricultural products and the suppression of the subsidy on agricultural inputs.

Between 1995 and 2003 the Government has adopted several sector strategies to strengthen rural development. In 2002, the Policy Letter of decentralized Rural Development was adopted to harmonize methods and approaches of projects and programs targeting the development of local communities.

The PRSP completed in 2000 and revised in 2003 stipulates that the Government’s goal is to boost the agricultural sector’s contribution to growth by creating, on one hand, an economic climate more conducive to private investment (particularly in the areas of production, marketing, and industrial processing) and to the development of small and medium enterprises in rural areas and poverty pockets and, on the other hand, a biophysical environment conducive to faster growth.
In order to translate the PRSP’s objectives into concrete activities, the Government issued in 2003 a Rural Development Strategy (RDS), which targets the sustainable growth of the rural sector, as the preferred mechanism for ensuring greater food security and promoting genuine rural development. The RDS constitutes the reference framework for all GoBF and most donor interventions in the rural development area.

**Growth opportunities**

Despite these strategies (PRSP, RDS), the agricultural-led growth process remains weak. In fact, data show that the proportion of people leaving below the poverty line is estimated at 46.4 percent in 2003. Although rural areas are the principal source of wealth in Burkina Faso, about 94 percent of the poor people reside in rural areas and depend on agricultural growth. Indeed, the agriculture is the main driver for growth and poverty alleviation.

Although not enough, in terms of impact on poverty alleviation, Burkina Faso’s economy has achieved significant performance-5.5% per annum- over the last ten years with a strong contribution of the primary sector (agriculture, livestock, forestry and fisheries). Between 1998 and 2003, the primary sector grew by 7.8% per annum and this rate of growth depends primarily on the performance of the largest components of that sector: cereals, livestock and cotton.

Market conditions may constrain growth potential, notably in the area of cereals where domestic demand in a typical year is now satisfied for some grains and the potential for exports is uncertain. But the global market for cotton should be able to absorb whatever increases in production Burkina Faso can achieve over the next ten years, providing improvements in productivity are obtained; and the domestic and regional market for livestock products may be the most promising, as populations and income levels rise.

At the same time, it is important to diversify the production base in order to reduce the vulnerability of the rural economy and take advantage of new high-growth opportunities. Such products will be useful in their own right, and as examples of the type of non-traditional cash crop activity which may be possible in various sub-sectors.

Burkina has a comparative advantage to produce fruits (mango) and vegetables (onions, tomatoes, potatoes and beans) for the coastal and European countries where the demand is high, in particular demand for biological products. Sesame export to Europe and the Arabic countries has also a high potential for growth as well as cowpea production for the sub regional markets including Nigeria.

**Constraints and difficulties**

To take advantage of these potential sources of growth and thus have a greater impact on poverty reduction, Burkina Faso needs to adequately address a series of constraints in agro-sylvo-pastoral sectors.
At the organizational level, the situation varies from one sector to another but most sub-sectors and supply chains are not well-structured, and do not benefit from Interprofessional, trade, or industry organizations. Some organizations, such as APIPAC for the fruits and vegetables sub-sector, CICB for the cereal sub-sector, UNPC for the cotton sub-sector do work reasonably well. But COB for the oleaginous sector is plagued by several functional difficulties. Most organizations depend on subsidies obtained from development projects. Without a serious strengthening of organizational capacity, they will not be able to carry out the advocacy, coordination, representational or business development services (BDS) needed to foster value and supply chain growth.

Regarding exports, handling and transaction costs (collection, grading, post harvest treatment, loading, transport and distribution) are too high, and the sellers have very limited capacities to explore sub-regional markets. In addition, exchange conditions (especially illicit fees) lower margins and the profitability of export operations. The differences of commercial traditions, languages, and insecurity also hamper the development of exchanges with Anglophone countries. The difference of monetary zones is another difficulty. Overall, the lack of professionalism, the lack of capacities of anticipation, adaptation and marketing as well as the lack of commercial information constitute a major handicap.

The lack of productive technologies adapted to the local situation, as well as the lack of information, advisory services and the difficult access to financial services represents the main issues faced by agro-processors, along with high production costs. These factors cause a lack of competitiveness and poor quality of products. Sales are also hampered by (i) the insufficiency of warehouse and cold storage facilities, (ii) the poor level of commercial training, (iii) the absence of market standards, (iv) the poor transport facilities, and (v) poor knowledge of markets.

To varying degrees, producers within agro-sylvo-pastoral sectors all face similar constraints and difficulties, particularly: (i) land insecurity and unfair access to production factors, (ii) climatic issues, (iii) illiteracy and the lack of professional training, (iv) weakness of information diffusion, (v) difficulties to access credit, (vi) unsatisfactory management of water and the fertility of soils, (vii) availability and the costs of inputs, and (viii) difficult control of locusts infestation. Operators in the livestock-meat and poultry sectors face specific issues: (i) a poor zoo-sanitary situation, (ii) limited genetic potential of local species; (iii) scarcity of fodder and poor nutritional value; (iv) difficulty in obtaining food as well as veterinary and other inputs, (vi) poor technical mentoring, and (vii) cattle theft.

As far as the public sector is concerned, a series a difficulties also hampered its efficiency, including: weak capacity of public service entities to modernize their intervention strategy and to focus on the development of market-driven value/supply chains; limited ability to work with the private sector; poor quality of statistics and low access to information; limited relationship between research system priorities and actions and producer needs; weak dissemination of existing technologies; poor quality control and regulation of products; and weaknesses in the management of public facilities used by private operators. Access to finance and land security constitute two central issues that are not adequately addressed by public services.
Addressing the above mentioned constraints requires a two pronged approach, including direct support to improve the efficiency and the competitiveness of the private sector, plus assistance to core public service providers involved in the development of ASP sectors in order to improve their efficiency and favor an enabling environment for the performance and growth of agro-sylvo-pastoral sectors.

2. Objectives

The project development objective is to increase the competitiveness of selected agricultural sub-sectors that target national and sub-regional markets thereby contributing to broad-based agricultural growth in Burkina Faso. To achieve this objective the program would in particular: (i) stimulate private sector organizations or trade organizations as well as their ability to plan and implement a sound strategy for the development of market-driven supply chains (ii) improve the efficiency of core public support services and foster a more conducive institutional, regulatory and financial environment. These two thrusts will enhance the investment climate and stimulate further development of agro-sylvo-pastoral sub-sectors.

The project will result in the following outcomes: (i) well organized and more competitive private stakeholders able to respond to the market demand in terms of quality and quantity, strengthened interprofessional organizations capable of delivering basic services to, and facilitating information flow and access to credits for, their members including for women and youths; (ii) efficient core public support services favoring an enabling environment for the development of agro-sylvo-pastoral sub-sectors; (iii) and dissemination of effective technologies including irrigation techniques to increase productivity.

3. Rationale for Bank Involvement

The Government of Burkina-Faso (GoBF) is committed to support the development of the rural sector and has requested the preparation of a new Bank-financed agricultural project. The project is in line with the Rural Development Strategy and is addressing the objectives of the CAS and the PRSP related to increasing agriculture productivity and competitiveness, and improving rural incomes and employment.

The project is anchored in the Africa Action Plan (AAP) as it will address agricultural productivity, irrigation, diversification and access to markets.

The Bank is well positioned to assist the GoBF in the implementation of this project. The Bank has had broad experience in the design of agriculture market diversification programs in Western Africa countries (Mali, Senegal, Cote d’Ivoire, Niger) that face similar challenges. The Bank also has had long-standing experience in Burkina Faso itself through funding of several operations in the rural sector over the past decade. The two last ones the Bank has financed are the Pilot Private Irrigation Development Project (DIPAC), and the National Agricultural Services Development Projects (PNDSA). Lessons learned from the implementation of these projects clearly identified that successful achievements were made: i) under DIPAC- irrigation and processing technology generation and dissemination, set up of a successful guarantee fund, creation of irrigation professional association (APIPAC), ii) under PNDSA- building of core
market infrastructure (fruit terminal in Bobo and cold storage facilities in Ouagadougou airport), contribution to the set up of the chamber of Agriculture, strengthen of the research institution capacity. But these projects did not address crucial issues related to linking producers to market and results were mitigated as these projects were not focused on specific commodities, and the private agricultural sector has not benefited from direct support to improve the investment climate and promote the development of market-driven supply chains.

The project appears, thus, to fill a critical gap with regard to the World Bank portfolio in the Burkina Faso rural sector over the last decade as it seeks to link rural producers with higher end markets by assisting value-adding business initiatives prioritized in terms of their contribution to value and supply chain upgrading. On the supply side ADMD will address the major obstacles that hamper the increase of production and productivity, while on the demand side; it will improve access to and penetration of national and regional markets.

The project will also be the main tool to scale up the best practices from the recently closed “Développement de l’Irrigation Privé et des Activités Connexes“ (DIPAC) projects that was a successful tool in supporting the private sector to test, adapt and disseminate relevant technologies in the domains of irrigation, processing and intensification of production. DIPAC also experimented with success a new scheme of Guarantee Fund that should be scaled up. One of the main outcomes of DIPAC is the creation of APIPAC a strong professional association for private irrigation development that is currently the apex organization for the fruits and vegetables sector.

Although agricultural production in Burkina Faso remains mostly semi-subsistence in nature, there is evidence that producers and processors are beginning to organize themselves and move towards some vertical integration of their supply chains. There is an increasing demand from individual farmers, producer associations, and Small and Medium Enterprises (SMEs) for advisory services, marketing support and access to financial services.

In addition, the project will build on the joint efforts of Burkina’s Government and the international community to foster the development of rural areas. Several international and bilateral organizations as well as ongoing Bank projects are active in this process. The project will consider the lessons learned from the preparation and the implementation of previous projects dealing with agricultural value and supply chain development in the sub-region and will coordinate with other institutions active in Burkina Faso.

The proposed Bank project will strive to complement ongoing or planned activities of other institutions and to fill critical unmet needs. ADMD will seek to support key policy measures and introduce new instruments that are currently not supported by other donor activities. The project would build primarily on existing professional organization in the targeted value/supply chains, fortifying institutions such as the Chamber of Commerce and the Chamber of Agriculture.

4. Description

The proposed project would include three components to be implemented over six years.
Component 1 - Improvement of agro-sylvo-pastoral supply chains performance (US$39.45 million)

Component Objective: The objective of this component is to improve the performance of the targeted sub-sectors by improving supply chain coordination, by strengthening private operators’ capacities to respond to market opportunities and requirements, and by increasing agricultural product productivity.

Issues to be addressed: (a) the weak organization and interaction among actors at the different levels of the supply chain; (b) the insufficient range and quality of financial and business management services; (c) the weaknesses of professional organizations; and (d) the difficulty for producers to access markets and respond to quality requirements.

Target Groups: private stakeholders along the targeted supply chains, from producers, small-scale rural agro-processors and traders to exporters, agro-investors and agro-industries.

Sub-component 1.1 - Capacity building for professional and agricultural trade organization (US$6.98 million): This sub-component will contribute to improve coordination and performance of the targeted sub-sectors by bringing together key stakeholders to identify and lift key constraints to supply chains development. The main programmatic vehicle for the development of sub-sectors will be the supply chain strategic development plan (SDP). Project support will consist of capacity building and technical assistance to stakeholders to help them carry out a comprehensive diagnostic of the supply chain, elaborate SDPs and annual operational plans (AOP), build efficient professional organizations and set-up M&E systems. Assistance will be provided by strategic partners with relevant international experience in supply chain development.

For the cotton sub-sector, the national cotton producer organization (UNPCB) and the three ginning factories have recently created their inter-professional association to undertake collective action and identify mechanism to manage commodity price risk. Within the actions plan elaborated by the cotton inter-profession, the project will finance activities for producer organizations’ capacity building, small-scale storage facilities for POs, as well as activities related to cotton productivity increase and farming system diversification. The French Development Agency (AFD) will finance activities related to research on soil fertility, POs financial management and technical advice to producers.

A Diagnostic Trade Integration Study (DTIS): is under preparation for Burkina Faso. The project will build on the findings of the DTIS to adjust its intervention and the content of the SDP and the AOP. The sub component will support the organization of stakeholders’ workshop to disseminate and discuss the finding of the DTIS and include the main recommendations into the SDP.

Sub-component 1.2 - Investments for supply chain development (US$32.47 million): This sub-component will support investments required to improve supply chain performance: (i) implementation of annual operation plans (AOPs) elaborated in the framework of the sub-
component 1.1; (ii) investment operations undertaken by individual operators or professional associations in the selected supply chains, and which are consistent with the relevant supply chain SDP and the AOPs.

AOPs will be directly financed by the project based on project steering committee’s approval. For the second type of investments, two types of financing mechanisms will be available depending on investments: (i) supply chain promotion fund that will provide matching grants to finance micro-projects proposed by smallholders and small-scale processors for specific categories of investments, such as: adaptive research for technology generation and test, capacity building activities, market studies, logistic tests, small-scale equipment and infrastructure, technology tests and dissemination, technical advisory services, food safety and quality expertise, etc.; (ii) a guarantee facility that will help private investors access credit.

The supply chain promotion fund will be managed by a commercial bank. The guarantee facility will expand the facility established during the implementation of the Pilot Private Irrigation Project by the Government with an allocation of US$800,000. The detailed operational mechanisms for both funds will be included in the Project Implementation Manual.

Component 2 - Development of irrigation and marketing infrastructure (US$36.25 million)

Component Objective: The objective of this component is to contribute to agricultural productivity increase, product quality improvement, and agricultural diversification while strengthening producers’ linkages to markets.

Issues Addressed: (i) the low productivity in the targeted supply chains; (ii) the lack of productive and marketing infrastructures.

Target Groups: all stakeholders involved in the targeted supply chains that may be interested in the construction of productive and marketing infrastructures.

Sub-component 2.1 - Irrigation infrastructure (US$29.17 million): The project will support the development of two types of irrigation approaches: (i) The development, on a pilot basis, of large-scale irrigation schemes for the production of high-value crops by private investors. Implementation modalities will rely on private operators that will be recruited to ensure, under the supervision of the Ministry of Agriculture, the overall coordination of the process; (ii) the development of small-scale private irrigation for producer associations and individual investors. The approach will build upon the experience of the now closed Pilot Private Irrigation Promotion Project and of the Small Scale Village Irrigation Program for the dissemination of innovative technologies. Operators will be selected to strengthen existing networks of artisans for the manufacturing and maintenance of technologies for pumping, transporting and storing water. They will help investors access technical advice, credit and other innovative financing instruments.

Sub-component 2.2 - Marketing infrastructure (US$7.08 million): Burkina Faso is under-equipped to compete effectively on the fresh product export markets that require adapted and
efficient logistics and post-harvest treatments, particularly cold chains, and strict compliance with the more and more stringent consumer requirements in terms of standards, quality and safety. Project interventions in this area will thus consist of: (i) upgrading or rehabilitating existing commercial infrastructure; (ii) building new facilities, already identified as required and vital to compete on the international markets; and, (iii) building medium-scale infrastructure that will be identified under project implementation in the framework of the elaboration of PSD by the targeted supply chain. By providing adequate support in terms of technical assistance, institutional strengthening and capacity building, the project will ensure that these infrastructures are properly managed and operated as efficiently and professionally as possible by private operators.

**Component 3 - Improvement of the business environment, regulatory framework and provision of advisory services (US$11.33 million)**

**Component Objective:** This component aims at improving the business environment to make it more attractive to local and international private investors, by creating an enabling legal and regulatory framework more conducive to private investments and by strengthening capacities of public and private service providers required for supply chain development.

**Issues Addressed:** (i) legal, regulatory and financial constraints to private investments; (ii) norms and quality control, and (iii) weak public and private service providers.

**Target Groups:** core public services within the Ministry of Livestock, the Ministry of Agriculture, the Ministry of Environment and the Ministry of Trade, as well as private service providers.

**Sub-component 3.1 - Improvement of Regulatory, Legal, and Financial Framework (US$1.31 million):** The current overall policy/institutional framework provide an acceptable starting base for project implementation. Supply chain organization that will be carried out under component 1 will contribute to identify key constraints to be tackled. The project itself would only address constraints directly affecting selected sub-sectors and more broadly agricultural exports. The project’s M&E mechanisms would however help tracking constraints in the policy and institutional environment and bringing them to the attention of policy-maker. This project will support the revision and adaptation of key legal and regulatory texts in accordance with existing regulations related to production, agro-processing and exports. New legal and regulatory texts could be elaborated on specific emerging issues, such as the legal framework for inter-professional and commodity trade organizations’ activities. The project will ensure a broad dissemination of information to operators through various channels such as the Regional Agricultural Chambers and the Chamber of Commerce.

**Sub-component 3.2 - Capacity building for service providers (US$4.63 million):** This sub-component will be two-fold by: (i) building capacities of private service providers, including technical advisory providers for smallholders, accounting and management advisers for professional associations, local firms for micro-project preparation and feasibility study at the grassroots level, networks of private input suppliers and artisans for equipment manufacturing and maintenance; (ii) strengthening the capacities of core public services to deliver proper
support to supply chain development and ensure a close and reliable monitoring and evaluation of the agricultural sector and sub-sectors. The definition of measures to be taken, and monitoring and enforcement methods, will be carried out in close collaboration with the private sector. This process will result in the definition of an action plan for strengthening the service provider environment, whose implementation will be supported by the project and other programs. Project funding will be conditioned to the elaboration of performance-based contracts between service providers and their clients. Finally, the project will support the creation or the strengthening of sector and sub-sectors M&E systems within the Ministries of Agriculture, Livestock and Trade. These systems will be responsible for collecting data in the various sub-sectors, for analyzing results, and for disseminating information to all stakeholders on supply chain performance and market development.

Sub-component 3.3 - Project Coordination and Management (US$5.29 million): This sub-component will support the establishment and operation of a PCU located within the Ministry of Agriculture, Fisheries and Water Resources. Three antennas will be established at the decentralized level to ensure closer coordination of field activities and a proper and more efficient coverage of the regions covered by project interventions. The PCU will coordinate the preparation of annual work plans and budgets and oversee the financial management and procurement of all implementing agencies. An M&E unit will be set up within the PCU. Activities of the M&E include the establishment of a database of out growers and service providers, subprojects financed under the Guarantee Fund and the ASP Promotion Fund, and updating of the key performance indicators. The M&E unit will elaborate and edit periodic reports, organize periodic surveys, and conduct economic, social, and environmental impact evaluations, among other studies. The project will finance the PCU staff and operating costs, technical assistance related to the recruitment of service providers at national and regional levels, capacity building for project staff including focal points within implementing agencies, and audits. The project will also finance equipment (computers, vehicles) and goods (software, digitized maps).

5. Financing

Source: (US$m.)
BORROWER/RECIPIENT 3.95
INTERNATIONAL DEVELOPMENT ASSOCIATION 68.00
FINANCING INSTITUTIONS 7.55
BENEFICIARIES 7.50
Total 87.00

6. Implementation

The Ministry of Agriculture, Water Resources and Fisheries (MAWRF) shall have institutional responsibility for the project.

A Project Steering Committee (PSC) would be established at national level to approve the project’s annual consolidated work program and budgets, monitor project progress. Regional
steering committees would be also set up in each region to ensure that private stakeholders and local authorities will fully participate in project implementation.

A Project Coordination Unit (PCU) will be set up to coordinate the overall implementation of the project as many structures will be involved including private sector entities as well as three Ministries in the Government side (livestock, agriculture and trade).

The project will support the establishment of a Supply Chain Promotion Foundation (SCPF). The consultation process among actors has already started. The SCPF will be set-up as an autonomous institution with an independent board of directors representing the main stakeholders and a funding mechanism. A sustainable financing mechanism will be developed before the end of the project to ensure the financial sustainability of the Foundation through cost recovery.

7. Sustainability

The project has been designed for long-term sustainability beyond closure, as implementation will rely on private operators and interventions will be geared to attract private investors and promote professional and inter-professional organizations.

Regarding access to credit, the project will help the GoBF in a series of measures aimed at boosting public confidence in the banking system in rural areas and improving the lending environment, including the consolidation of a Guarantee Fund. The project will work with financing institutions to identify and establish long-term financing mechanisms. The regulatory and legal framework will be reviewed and strengthened, if necessary, to improve the overall investment climate.

Regional Agricultural Chambers will be strengthened and given the means to support and organize professional, trade, and producer associations in the long run. The strengthening of research, extension, and training institutes and private providers will also serve the sustainability objective. Training programs and technological innovations are likely to result in long-term benefits after the completion of the project. Cost-benefit analyses will be conducted and the findings made available to banks and financial institutions and to other potential users of the technology. These activities are aimed at increasing the efficiency and profitability of small-scale private sector rural businesses.

The establishment by the end of the project of an agency/foundation for the promotion of supply chains will also enhance the likelihood of sustainability.

Finally, effective establishment and upgrading of selected value/supply chains so that they can be more efficient, effective, profitable, and viable, will benefit their long-term sustainability.

8. Lessons Learned from Past Operations in the Country/Sector
The design of ADMDP draws lessons from other Bank projects implemented in Burkina Faso and in other countries, as well as on experiences from projects and programs financed by the GoBF and other donors. The major lessons include:

- **Holistic approach to competitiveness**: Focusing exclusively on specific constraints, upstream at the production level or downstream on marketing aspects, has proved unsuccessful. As demonstrated in other countries, the project should look at supply chains as a whole, paying attention to all aspects from production to commercialization, to tackle key constraints and bottlenecks all along the supply chains.

- **Market-oriented supply chain development**: Previous experiences, where agricultural production was supported without considering market potential and requirements, resulted in over- or underproduction, while discouraging producers. Project interventions will thus be governed by market considerations and requirements.

- **Private sector-led interventions**: Supply chain development must be private sector led, with public interventions aimed at helping the private sector overcome critical constraints and market failures. Private operators, including professional and producers’ organizations, must play the leading role in developing supply chains by collaborating to identify key constraints and elaborate operational solutions to lift them. Establishing dialogue and building partnership among private operators along supply chains will be at the core of the project implementation strategy.

- **Equitable distribution of value added**: Agricultural supply chains are often driven by large private operators who may exert excessive power on the other actors of the chain. The project would promote innovative contractual arrangements among supply chain operators, while ensuring that they are balanced and that the value added along the supply chain is shared by all. It will pay particular attention to producers, most the time the weakest actors in supply chains, by strengthening their capacities to address key constraints at their level and to engaged in fair and balanced partnership with other stakeholders (increasing their bargaining power).

- **Ensure results-based monitoring and evaluation**: Past Bank projects in Burkina Faso failed to establish functional monitoring and evaluation (M&E) systems. The project will build upon the PNGT experience to establish sound M&E systems, based on relevant performance and outcome indicators designed to track progress and allow adjustments.

- **Commercial infrastructure must be transferred to and operated by the private sector**: The financing on public funds of key commercial infrastructure can be justified as a way to lift a major constraint to the development of performing agricultural supply chains, including small farmers who otherwise would not have access to more lucrative marketing channels. The critical aspects in these investments is to conciliate the necessity to have these facilities operated as efficiently and professionally as possible and the public role dimension of the infrastructure as a vector of innovation and development for the entire supply chain. Experience has shown that these facilities require private sector management and that their ownership should be transferred over the medium to long term to credible professional organizations. This model has been implemented successfully - or is in the process of being implemented - in several countries such as Senegal and Ghana. However, this is a complex
process that takes time and requires adequate support in terms of technical assistance, institutional reinforcement and capacity building.

- **Support a supply chain promotion agency** - Experiences in Cote d’Ivoire with the establishment of PROMEXA and in Senegal with the “Fondation d’origine Sénégal” show that the creation of an autonomous entity to support supply chain development is a key factor of success. Such entities empower private actors in designing and implementing relevant interventions, although financial sustainability remains a challenge.

9. **Safeguard Policies (including public consultation)**

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10. List of Factual Technical Documents

11. Contact point

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*By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties' claims on the disputed areas*
Web: http://www.worldbank.org/infoshop