



# Project Information Document (PID)

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Concept Stage | Date Prepared/Updated: 01-Sep-2022 | Report No: PIDC33899



**BASIC INFORMATION**

**A. Basic Project Data**

Country Burkina Faso	Project ID P177918	Parent Project ID (if any)	Project Name Secondary cities Urban Mobility and Development Project (P177918)
Region WESTERN AND CENTRAL AFRICA	Estimated Appraisal Date Jun 20, 2023	Estimated Board Date Sep 20, 2023	Practice Area (Lead) Transport
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy, Finance and Forecasting	Implementing Agency General Directorate of Urban Mobility, Ministry of Transport, Urban Mobility and Road Safety	

**Proposed Development Objective(s)**

27. The proposed PDO is to enhance safe and climate-resilient accessibility to basic services and economic opportunities of the population, including IDPs, of selected secondary cities in Burkina Faso

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	150.00
<b>Total Financing</b>	150.00
<b>of which IBRD/IDA</b>	150.00
<b>Financing Gap</b>	0.00

**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	150.00
IDA Grant	150.00



Environmental and Social Risk Classification

Substantial

Concept Review Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

## B. Introduction and Context

### Country Context

- Burkina Faso is a low-income landlocked country in West Africa with a rapidly growing population.** The gross national income (GNI) per capita is US\$860 (Atlas method, 2021) and 41.4%<sup>1</sup> of its 20.5 million population lives below the poverty line. Burkina Faso's economy relies heavily on cotton and gold production, both contributing to a substantial part of export revenues. Over the last fifteen years, economic growth has averaged about 5.5% per year. The key drivers of this growth have been increasing gold production, improved performance of the cotton industry, and expansion of the services sector. However, Burkina's economy remains highly vulnerable to exogenous factors, including erratic weather patterns, downward trend in commodity prices, political instability, insecurity, and fast population growth. With an average growth rate of around 3% per year, the population is expected to reach 42 million by 2050. Burkina Faso's Human Development Index (HDI) value for 2019 is 0.452, which puts the country in the low human development category, at 182 out of 189 countries and territories.
- Burkina Faso is experiencing the impacts of climate change, which are expected to intensify with rising global greenhouse gas emissions.** Burkina Faso is ranked 161<sup>2</sup> out of 182 countries in the ND-GAIN Country Index, indicating very high vulnerability to climate change impacts and low readiness to improve resilience. Since 1975, Burkina Faso has experienced increasing mean annual temperatures, extreme temperatures, and variable rainfall patterns. These trends increased the risk of natural hazards like droughts year-round, and floods in the wet season. 34% of the country's land area is estimated to have been degraded due to climate change and desertification<sup>3</sup>. Flooding has been reported to occur more frequently in recent decades associated with heavy rainfall events during the rainy season. Climate change projections indicate continued increase in annual mean temperatures (29.16°C in 2022 rising to 30.03°C in 2042), rising maximum temperatures (35.73°C in 2022 rising to 36.43°C in 2042)<sup>4</sup>. Climate projections therefore indicate an expected accentuation of the climatic shocks of drought and flooding<sup>5</sup>
- Burkina Faso is facing political, security and humanitarian crises and entered a period of political transition following a military coup in January 2022.** In mid-2015 Burkina Faso suffered its first terrorist attack and, since then, the country has faced multiple security, humanitarian, and political challenges. The upward trend in violent events, terrorism-related incidents, and fatalities has most heavily impacted the Sahel, East, Center-North and North regions of the country. On January 24, 2022, months of tension and protests in the country culminated in a military coup d'état. Afterwards, a transition president, government, and parliament at the central level was set up; and special

<sup>1</sup> Source: [https://data.worldbank.org/indicator/SI.POV.NAHC?locations=CO-BF&view=map&year\\_high\\_desc=true](https://data.worldbank.org/indicator/SI.POV.NAHC?locations=CO-BF&view=map&year_high_desc=true)

<sup>2</sup> ND-GAIN Country Index Scores for 2020, consulted on 10th August 2022. URL: <https://gain.nd.edu/our-work/country-index/rankings/>

<sup>3</sup> Review of Current and Planned Adaptation Action in Burkina Faso; CARIAA Working Paper #17; IDDRC; 2016

<sup>4</sup> SSP5-8.5, Multi-Model Ensemble. Source: World Bank Climate Change Knowledge Portal, consulted on 10th August 2022. URL: <https://climateknowledgeportal.worldbank.org/country/burkina-faso/climate-data-projections>

<sup>5</sup> Burkina Faso National Adaptation Program of Action (NAPA), Ministry of Environment; November 2007. URL: [https://www.adaptation-undp.org/sites/default/files/downloads/burkina\\_faso\\_napa.pdf](https://www.adaptation-undp.org/sites/default/files/downloads/burkina_faso_napa.pdf)



delegations led by government representatives replaced elected municipal councils at the local level. In March 2022, a Transition Charter<sup>6</sup> was also adopted.

**4. The humanitarian crisis is also an urban one.** As a result of the sharp increase in violence, Burkina Faso is now grappling with a major internal displacement crisis<sup>7</sup>, the highest rate on the continent, conflict-induced food insecurity, and the absence of basic services in several regions. Its Internally Displaced People (IDPs) have fled their homes seeking safety, moving increasingly towards urban centers, mainly secondary cities<sup>8</sup>. In several cities, IDPs surpass the number of host inhabitants (see figure 3 below). For instance, Dori's, Fada N'Gourma's, Kaya's and Ouahigouya's populations have nearly doubled<sup>9</sup> as a result of the inflow of the forcibly displaced. Such inflows have added to demographic pressure and is impacting affected cities/towns across five interrelated dimensions.<sup>10</sup> The massive inflow has significantly changed the spatial morphology of the impacted towns cities resulting in significant sprawl, in some areas, and/or densification in others. At the same time, demand for physical infrastructure and services including in education, water and sanitation, health care, safe access to land and housing in the host cities has increased, challenging to both local and national governments who are unable to meet the high demands of rapid population inflow. Pressures on community resources – including jobs and livelihoods - undermining social cohesion between IDPs and their hosts who live in close proximity; hence, urgent preventive actions are needed to avoid worsening crisis. The progressive expansion of conflict to previously peaceful areas and the opening of a new military front in the South foreshadow future flows of IDPs, for which cities that have been less affected to date, such as Bobo Dioulasso, should prepare themselves.

**5. Despite these challenges and the COVID-19 pandemic, Burkina-Faso's economy is showing signs of resilience and growth.** With 21,044 registered COVID-19 cases as of July 12, 2022, the direct impact of the pandemic on the health system has remained manageable, although it has exposed hospitals' governance, management, and financial difficulties. The indirect economic effects of the global slowdown and domestic containment measures were more damaging. The pandemic induced a sharp economic slowdown in 2020 but the economy rebounded strongly in 2021, with growth estimated at 8.5%. This solid performance is attributable to factors such as the recovery in services (+11.7%) and the steady increase in gold exports.

**6. It is urgent to invest in secondary cities in the Sahel as centers of resilience and job creation.** A recent study, The Urban Link: Transforming Rural Economies and Addressing Fragility in the Sahel (P175684) concluded that by prioritizing investments in secondary cities in resilient basic infrastructure and services, connectivity capacity for resilient urban planning and management, and investments that will foster job creation and social inclusion, Burkina Faso can harness their potential for creating opportunities and contributing to the region's future growth, stability and social inclusion. Priority investments will differ – depending on local city/town circumstances – but include interventions that would improve living conditions, foster job creation and economic opportunities and strengthen social cohesion and local governance. Interventions should be designed based on economic potential, fragility of the targeted city/town as well as its urban morphology and spatial structure, should integrate urban centers and the hinterlands, should include capacity building and climate smart capital investments (resilient infrastructure and services).

## Sectoral and Institutional Context

### *Urban development and mobility in cities are problematic and road safety affects economically productive groups*

<sup>6</sup> The Transition charter defines the transition's main missions as (i) fighting against terrorism and re-establishing Burkina Faso's territorial integrity, (ii) addressing the ongoing humanitarian crisis, and (iii) strengthening governance and the fight against corruption

<sup>7</sup> As of March 31, 2022, there were 1,850,293 registered IDPs.

<sup>8</sup> The National Policy of Habitat and Urban Development "Politique Nationale de l'Habitat et du Développement urbain" (PNH DU) categorized three (3) city levels in Burkina Faso as follows: (1) the primary cities of Ouagadougou and Bobo Dioulasso; (2) the secondary cities made up of the 11 other regional capital cities and (3) 36 small cities. In our project, secondary cities are referring to Bobo Dioulasso and the other 11 regional capital cities presented in figure 2.

<sup>9</sup> Dori and Fada N'Gourma are currently hosting 64,542 and 80,492 IDPs respectively according to March 2022 CONASUR data, while the population size was 46,512 and 73,200 respectively in 2019. Similarly, 123,610 IDPs for Kaya and 110,187 IDPs for Ouahigouya had been registered by the government (CONASUR) as of March 31, 2022; population size was 121,970 in 2019 for Kaya and 124,587 in Ouahigouya.

<sup>10</sup> World bank, 2021. Forced Displacement: An Agenda for Cities and Towns.



7. **Burkina Faso is urbanizing rapidly, but cities are characterized by high urban sprawl and gaps in infrastructure and service delivery.** In 2019, the urbanization rate was 26.1%<sup>11</sup>, following a steady increase from 6.4% in 1975 to 22.7% in 2006. The country is still predominantly rural with its population unevenly spread. Urbanization is occurring in secondary cities, but substantially affects the country's two largest cities, its capital Ouagadougou with 2,415,266 inhabitants and the second primary city Bobo Dioulasso with 984,603 inhabitants, representing 45.1% and 16.9% of the country's urban population respectively. Continuous urban growth, which has not been followed by appropriate spatial planning and sufficient investment, has resulted in: (i) low density and sprawling development that consumes agricultural and marginal land (prone to climate-related disasters and the impacts of climate change), (ii) lack of urban safe roads and inexistent/inefficient urban transport system (iii) informal settlements at the outskirts of cities/towns that are poorly connected to areas of economic opportunity, (iv) a dearth of services and a less than ideal environment for economic development. This translates to greater challenges for service delivery (e.g., connectivity, mobility, water, energy) due to lack of efficiency and high costs. In these circumstances, sustainable, inclusive, and productive urban development is a challenge that can only be overcome by improved urban and land use planning, enhanced urban mobility, and investments in basic infrastructure and services. Furthermore, the socio-economic infrastructure of cities – education, employment, commerce, and public services – is mostly located in core urban areas. Rapid urbanization has outpaced the municipalities' ability to provide land, infrastructure, and services in a timely manner and with required quality.

8. **“Secondary centers” are being set up in peripheral areas to reduce urban sprawl and congestion in the city center, especially in Bobo Dioulasso.** In fact, Bobo Dioulasso is developing six “secondary centers” as described in its 2017 Land Use Plan. These new centers located in peripheral areas (known as Ouagadougou Road, Dry Port, Bobo 2010, Sarfalao, Belleville, and Leguema Road) should provide their population with better access to jobs, markets, administrations, and essential social services that are currently concentrated in the city center. These centers are also expected to relieve congestion in the city center as mobility demand is strong for trips from the periphery to the center where most jobs are located. Consequently, traffic increases greatly on the main roads, causing severe congestion at rush hour, but also increased exposure for accidents. The French Development Agency (AFD) is financing the Sustainable Local Economy Development Project (PDELD) in Bobo Dioulasso, which will build infrastructure (including 2 bus terminals and 2 markets) that will serve as the core of two (Ouagadougou Road and Dry Port) of the six proposed secondary centers.

9. **Bobo Dioulasso and other crossroads cities are also facing congestion because of heavy truck traffic through the city center** and from anarchic parking at the entry points to the city resulting in congestion and worsen road safety issues mainly in the city center. The city is located at a crossroad of international transit routes to Mali (RN8, RN9 and RN10), Côte d'Ivoire (RN7), and Ghana (RN27), and on the railroad line connecting Ouagadougou to Abidjan. The city is important for economic exchanges between Burkina Faso and Cote d'Ivoire as the port of Abidjan is one of the major maritime gateway of the country for the import and export of goods. This location has contributed to its economic development, linking the city to local rural production and regional markets, being the hub of a rich agricultural zone, which produces grains, fruits and seedlings, and exports crops like cotton, cashews and shea oil. The government envisions Bobo Dioulasso to become the main agropole of the country under its National Land Use Planning and Sustainable Development Plan (SNADDT) (Agence Perspective, 2017). The city has a significant industrial production capacity for a secondary African city with a 25% industrial base. Its capacity surpasses Ouagadougou (23%), primarily due to cotton production in the region as well as other companies (cardboard, metallurgy, chemicals) being located in the industrial zone along the Ouagadougou-Abidjan railroad.

10. **Public transport is very limited or inexistant and the modal share of buses is marginal.** In most secondary cities, urban mobility is characterized by a low share of pedestrian traffic, a preponderance of motorized two-wheeled

<sup>11</sup> Fifth General Census of Population and Housing of Burkina Faso, National Institute of Statistics and Demography, 2022 (INSD, 2022)



vehicles and bicycles, and a weak collective transport system. Public bus transport is provided mainly for Ouagadougou and Bobo Dioulasso, and is operated by the only operator in the place namely SOTRACO<sup>12</sup>. SOTRACO operates a basic bus network in Koudougou and Ouahigouya and plans to start operations soon in Dedougou and Fada N’Gourma. Kaya has no bus system and public transport is only provided by a dozen collective taxis. Given the inexistence, limited or unattractive public transport system, the population favors individual modes of transport, especially polluting motorized two-wheelers (e.g., mopeds and motorcycles), which largely dominate in terms of modal share. University cities<sup>13</sup> are trying to encourage their students to shift from their individual modes of transport (usually a two-wheeler) to public buses; however, taxis and motorized three-wheelers are the only alternative means of public transport in this context, and both modes introduce challenges, especially from a climate and road safety perspective. Taxis are limited in number, outdated, and their owners are converting them to use unapproved gas as fuel, which causes road safety and pollution problems. Over the last decade, the transport of passengers by motorized three-wheelers has developed without regulations and constitutes a major problem in terms of road safety. Furthermore, the massive inflow of people coming from rural areas to secondary cities, such as Kaya, Ouahigouya, Dori and Fada N’Gourma, worsened road safety issues. In Bobo Dioulasso, SOTRACO began operations in June 2018 and currently operates 12 regular service routes with about 30 buses and two service routes dedicated to students. Bus frequency and load factor are low, with headway of 40 to 80 minutes between consecutive buses and 35% capacity on average. Before SOTRACO entered the market, urban public transport was only provided by artisanal collective taxis and motorized tricycles (their number is now estimated respectively around 1,000 and 3,000). The municipality of Bobo Dioulasso and SOTRACO signed a monopoly agreement in 2021 for the operation of bus transport for a period of 10 years.

**11. Degraded transport infrastructure presents a significant danger on most roads throughout Burkina Faso and contributes to poor road safety.** The World Health Organization (WHO) estimates that 5,686 people died in road crashes in Burkina Faso in 2016 (against only 878 deaths reported in-country, indicating a probable significant underreporting), which corresponds to a rate of 30.5 fatalities per 100,000 inhabitants. This rate is high even by regional standards: for comparison, neighboring countries’ rates are 23.4 for Senegal and 21.4 for Nigeria. The WHO also estimates that 85,290 people were seriously injured in road crashes in 2016. More than half of these dead or seriously injured belonged to economically productive age groups (15-64 years), with two thirds being male victims, usually the bread winners of a family. The cost of road fatalities and serious injuries is estimated at US\$1,104 million, a significant share of 10.1% of GDP. To help enhance road safety, the World Bank Global Road Safety Facility (GRSF) recently financed a technical assistance through the Africa Transport Policy Program (SSATP) that focused on the safety of motorcycles, which represent around 85% of registered vehicles, and were involved in 52% of crashes in 2017.<sup>14</sup> In cities more specifically, road safety is more challenging due to the mix of road users and increased exposure of vulnerable road users, such as pedestrians, cyclists and motorcyclists. Better road safety data collection, monitoring and analysis, together with improved road engineering standards following international best practices are crucial to reduce the road crash burden.

**12. The Government has identified several measures to enhance urban transport.** A policy study entitled “Policies for Sustainable Accessibility and Mobility in the Cities of Burkina Faso” was completed by the Africa Transport Policy Program (SSATP) in 2020.<sup>15</sup> The study aimed to develop comprehensively integrated, coherent, and applicable policy recommendations, a relevant strategy, shared by all stakeholders and a priority action plan for the sustainable management of urban transport and mobility in the cities of Burkina Faso, including Bobo Dioulasso. The study provided, among others, a short diagnostic of the participation of the private sector in the management of urban transport in Burkina Faso and highlighted the lack of private bus operators in the sector. The study identified following

<sup>12</sup> SOTRACO is the only urban bus operator in Burkina Faso. The company's capital is currently held at 25% by the public authorities (Ouagadougou Municipality and the State) and 75% by private actors. The company is structurally in deficit, and a restructuring of the company is in process to have a company with a majority public capital.

<sup>13</sup> University cities in Burkina Faso are cities where there are public or private universities installed. The vision of the Government is to support SOTRACO to develop a public transport by bus in those cities.

<sup>14</sup> <https://www.afdb.org/en/documents/motorcycle-safety-africa>

<sup>15</sup> Policies for Sustainable Accessibility and Mobility in the Cities of Burkina Faso – Diagnostic Study; SSATP; Burkina Faso Ministry of Transport; October 2019. URL: <https://www.ssatp.org/sites/ssatp/files/publication/Country-Assesment-report-Burkina%20Faso-En.pdf>



key measures to enhance urban transport in Burkina Faso: (i) strengthen institutional framework and urban transport management, (ii) fund sources devoted to urban transport management, (iii) improve the performance and ridership of public transport, (iv) improve private sector participation in managing urban transport and engagement of civil society, and (v) adopt a multimodal planning and the functioning of city centers.

*Fragility worsens issues related to urban mobility and development and gender disparities persists*

**13. Secondary cities are becoming centers of migration offering refuge for the forcibly displaced and economic resilience; hence, their development is critical to the country's economic and social development.** Between 2006 and 2019, more than a third of all internal migrants moved to Ouagadougou. More recently, however, secondary cities have increasingly attracted mixed migration - including economic migrants coming mainly from rural areas as well as the forcibly displaced including refugees coming mainly from Mali and Niger, and Burkina Faso's IDPs. Burkina Faso's migrants initially follow an established pattern – choosing location based on social network – primarily family networks, with 47% of migrants to Bobo Dioulasso stating this as the reason for their location choice<sup>16</sup>; however, the motivation to move to secondary cities in the year before the census in 2019 overwhelmingly stated security concerns (37%) reflecting an increased 'forced urbanization'. Jobs appear an important motivation to migrate to both Ouagadougou (17%) and Bobo Dioulasso (14%). Generally, cities provide socio-economic resilience as they attract economic migrants in a region where mobility is a livelihoods strategy; intra-regional mobility is driven by employment opportunities in labor intensive areas, which are commonly in and around cities. Cities also provide a place of refuge for the forcibly displaced, providing a safe haven away from violence and conflict in their areas of origin, as well as new opportunities. Providing economic opportunities and addressing binding constraints outside of Ouagadougou, is a way to address the drivers of fragility by generating job opportunities, economic development and fostering decentralization of the country. The urban master plans for all regional capitals reveal that in order to make the cities' economic opportunities accessible to labor, goods, and services, there is a need to address inefficient land use planning and management (including protecting rights-of-way), local development issues, and urban mobility.

**14. Access to basic services is becoming a difficult in secondary cities.** With the high inflow of IDPs, the access to education, health, sanitation, and water that were already scarce is now severely constrained with often a doubling of the demand on limited commune resources. As an example, Kaya, capital of the North Central region, is one of the main cities hosting thousands of IDPs. Over time, attacks and threats have increased and the number of IDPs in Kaya has reached about 130,000. The crisis affects more than 5,730 host families with a humanitarian emergency for food, shelter, healthcare, and sanitation. In local schools, class sizes have increased exponentially. In the 2021-2022 school year, more than 146 classes had between 120 and 146 students per class. Estimated at only a few hundred in 2019-2020, the number of IDPs enrolled in Kaya's schools in April 2022 is estimated at 12,318 with 5,843 girls and 6,475 boys. In healthcare, the regional hospital is obliged to provide primary care, whereas it is normally used for higher-level care requiring a referral. According to a 2021 survey<sup>17</sup>, about 32% of IDP households have at least one child who attended school prior to the start of the pandemic in March 2020 but did not return after the reopening of schools<sup>18</sup>, and 19.3% of IDP households do not send any of their school age children to school. These rates are far higher than the national average. Regarding access to health care and hygiene, IDP households are more likely to experience lack or insufficient access<sup>19</sup> than households from a comparable national sample. The survey also shows that IDPs present a more limited access to drinking water than the national average. This situation increases the gaps in access to urban basic services. Displaced women have been mostly affected in their access to water, protection, food, and shelter. Unfortunately, the public services that continue to operate are overwhelmed, especially health centers and schools, depriving women and girls of access to essential public services.<sup>20</sup>

<sup>16</sup> This is a key point made in the Migrants, Markets and Mayors – Rising Above the Employment Challenge in Africa's Secondary Cities Luc Christiaensen and Nancy Lozano Gracia (eds.)

<sup>17</sup> Results of the second round of Covid19 high frequency phone survey on IDPs administrated between May 25 and June 17, 2021

<sup>18</sup> All schools in Burkina were closed at the beginning of the pandemic

<sup>19</sup> 32% of IDPs have insufficient potable water (vs 18% for national), 11 percent had insufficient hand washing water (vs 5%

<sup>20</sup> Cendrine Labaume. Op. cit.





15. **Priority investment needs of Cities and Towns in the Sahel can be done around 3 policy goals** which are improving living conditions, fostering job creation/ economic opportunities and strengthening local governance and the local social contract as per recommended by the ASA Sahel study (P175684). This ASA recommended that implementation should be reliant on four guiding principles: (i) differentiate strategic and spatial development interventions based on economic potential and fragility; (ii) design interventions that integrate urban centers and the hinterlands; (iii) invest in cities and towns, through capacity building and climate smart capital investments (i.e., resilient infrastructure and services), but differentiate investments based on urban morphology, fragility, climate risk and economic potential; and (iv) target opportunities for jobs and human capital improvements.

16. **Progress has been made in Burkina Faso in terms of gender equality, but there are still major gender gaps that need to be addressed.** Despite of lack of sex disaggregated data in Burkina Faso, there are key areas of gender inequality. including girls' lower access to education, especially beyond primary level; and high fertility, which impedes the country's ability to capture the demographic dividend. Female-headed households have a lower welfare level with a per capita consumption that is 36 percent lower in urban areas.<sup>21</sup> In Burkina Faso, the labor force participation rate among females is 58.5% and among males is 74.7% for 2019.<sup>22</sup> There is no available data on women's entrepreneurship, but it can present as an area of opportunity to restore women's livelihoods. Women have also been disproportionately affected by conflict, displaced women are frequent victims sexual violence while leaving their homes and the additional stress seeking livelihoods in unfamiliar conditions. Women, girls, and children make 84% of the over 848,000 people who were forced to flee conflict<sup>23</sup>.

*Urban areas and urban transport are vulnerable to the impacts of climate-related natural hazards and climate change*

17. **Secondary Cities are vulnerable to natural hazards like flooding and extreme heat events, which are expected to increase in frequency and intensity with climate change.** Urban areas are particularly vulnerable to extreme weather events due to the limited climatic knowledge base to inform urban and transport planning and design, the expansion of informal settlements situated in areas of natural flood basins and limited hydraulic infrastructure.<sup>24</sup> Most flood events are caused by rainfall events with return periods of less than or equal to 5 years. The consequences of these events are tremendous on urban development. In Bobo Dioulasso, 9.2% of schools, 13.9% of major roads, 11.4% of hospitals, 20% of police stations, and 11% of the densest settlement areas and 1.35% of major roads are exposed to both river and rainwater flooding (City Scan, 2021). Bobo Dioulasso has experienced 9 extreme flood events since 1985. The most recent one occurred in September 2009 causing 12 fatalities and 300,000 displaced (City Scan, 2021). Floods reportedly affected 3,297 households and despite the actions of the National Council for Emergency Relief and Rehabilitation (CONASUR) to provide flood relief and rehabilitation some of the needs are still to be addressed.

*Sectoral policies and plans exist but urban institutional arrangements needs to be strengthened*

18. **In addition to municipalities, four ministries are involved in urban development and there is a necessity for coordination.** The Ministry of Transport, Urban Mobility and Road Safety (MTMUSR) is the line ministry in charge of urban mobility planning and road safety, within which the General Directorate of Urban Mobility (DGMU), an Urban Transport Authority at the central level in charge of the definition of the urban transport policies, was established in 2018. The DGMU prepared a National Urban Mobility Strategy 2022-2026 that is not yet adopted by the Government. Three major challenges have been identified in the strategy are: (i) improving the governance of urban mobility; (ii) developing multimodal transport; and (iii) reducing the negative externalities (such as road safety) of urban mobility. The Ministry of Urban Planning, Land Affairs and Housing is the line ministry in charge of urban planning. The Ministry of National Solidarity and Humanitarian Action is the ministry in charge of humanitarian, emergency relief and IDPs

<sup>21</sup> World Bank. (2017). Burkina Faso Priorities for Poverty Reduction and Shared Prosperity. Systematic Country Diagnostic: <https://openknowledge.worldbank.org/bitstream/handle/10986/26572/SCD-Final-april-10-FINAL-002-de-002-04132017.pdf?sequence=1&isAllowed=y>

<sup>22</sup> World Bank Gender Data Portal: <https://genderdata.worldbank.org/countries/burkina-faso>

<sup>23</sup> Cendrine Labaume. Survivors and heroines: women in the crisis in Burkina Faso: <https://giwps.georgetown.edu/resource/survivors-and-heroines-women-in-the-crisis-in-burkina-faso/>

<sup>24</sup> High-impact weather and urban flooding in the West African Sahel - A multidisciplinary case study of the 2009 event in Ouagadougou; Weather and Climate Extremes 36; ScienceDirect; Elsevier; 2022. URL: <https://www.sciencedirect.com/science/article/pii/S2212094722000445>





management. The Ministry of Infrastructure is the line ministry in charge of roads construction. At decentralized level, each ministry has a regional or provincial representation within the country. The communes have in charge the implementation of urban development strategies and policies at local level.

**19. Urban planning documents exist for secondary cities although some need to be updated.** The law on the urban planning and construction code instituted two planning tools for urban municipalities, namely the Master Plan for Urban Development and Planning (SDAU) and the Land Use Plan (POS). SDAU have been prepared and adopted in 2013 for 12 regional capitals (excluding Ouagadougou) by the Government with the support of IDA and have been completed by action plans. Currently 23 cities out of 49 have a SDAU. In addition to these documents, the Communal Development Plan (PCD) is the document that defines the development strategy of the municipalities. However, in most of the secondary cities, PCD and POS have not been implemented because of lack of capacity. Furthermore, with the doubling of the population in most of secondary cities like Kaya, Ouahigouya, Dori, Fada N’Gourma in just a few years, some planning documents should be considered as outdated, and an update is necessary to frame and plan the urban land and urban development and to incorporate climate change and DRM factors.

**20. Need to adopt the National Strategy of Urban Mobility (SNMU) and create local specialized urban institutions for Bobo Dioulasso.** The two key documents for urban mobility at national level are the SNMU and its action plan. The adoption of the SNMU is in progress and will set up the framework for a sustainable urban mobility in cities. Some cities like Bobo Dioulasso have developed a program for urban mobility. The sustainable development for urban mobility program of Bobo Dioulasso (PUMDD) was adopted in July 2018. The objective of the PUMDD is to facilitate access to local public services by setting up diversified service centers in outlying districts to increase their socio-economic attractiveness and the mobility of people and goods in inter-city and intra-urban movements considering environmental specificities. This program is expected to provide the populations of the city of Bobo Dioulasso with easy and secure access to the decongested city center and to urban services in a healthy living environment by using public transport and non-motorized modes of transport. The challenges of urban mobility and development for Bobo Dioulasso are so important that the establishment of specialized urban institution as Ouagadougou did is a priority. Those institutions are mainly a Municipal Agency for Major Works (AMGT) to coordinate and implement the public works for the municipality, an Urban Transport Authority (AOTU) at local level to operationalize the urban transport policies and to organize mobility at local level and an Urban Economic Development Agency (ADEU) which will be in charge of the management of communal commercial infrastructure and equipment.

**21. Donors and Development Partners are working on secondary cities from humanitarian and development perspectives.** The most active are the European Union (EU), AFD, the KfW, UN Habitat, and the UNHCR. For example, the EU is undertaking a study to identify a Secondary Cities Development Program in Burkina Faso. The first phase of this study should diagnose the needs of the 11 regional capital cities (except Ouagadougou and Bobo Dioulasso) and select 6 priority cities. The second phase will carry out feasibility and technical studies for two facilities per city. The AFD carried out early 2022 a pre-identification mission for an intermediary cities program affected by the crisis. The proposed project’s preparation and implementation will be coordinated with all actors on the ground to achieve spatial and thematic complementarity and contribute to the humanitarian-development nexus.

**22. Governments in the Sahel are committed to improving energy access, including to double access in Burkina Faso by 2023.** As a response, some cities like Bobo Dioulasso have prepared an action plan to access sustainable energy and to fight climate change.<sup>25</sup> Based on thorough GHG inventory and vulnerability assessment, Bobo Dioulasso defined strategies, plans, and actions for sustainable development and low greenhouse gas (GHG) emissions, and measures to adapt to climate change and to access secure, affordable and sustainable energy.

**23. An emergency plan to improve preparedness and response to floods in all the secondary cities exists and needs to be implemented.** The Transport and Urban Infrastructure Development Project (P151832) funded the development

<sup>25</sup> Sustainable Energy Access and Climate Action Plan (SEACAP), Bobo-Dioulasso; Burkina Faso. GIZ. December 2021.



of stormwater drainage master plans in twelve regional capital cities in Burkina Faso. These plans defined a priority improvement of the rainwater drainage system in each city.

**24. Road safety is one of the strategic objectives of the country's Trade and Merchant Services Sector Policy 2018-2027.** Various laws and standards in place in Burkina Faso have a potential impact on road safety, with ONASER as the lead road safety agency. It is worth mentioning that the respect of rules and their enforcement are the crucial aspect to reduce the risk of road traffic crashes, as the existence of legislation and standards is not per se a guarantee for their effectiveness.

#### Relationship to CPF

- 25. The proposed project is consistent with the current Country Partnership Framework (CPF) for the period FY18-FY23,** specifically with its focus area 1 and objective 1.3 to “improve connectivity for better access to markets”. The WBG is supporting the Government’s National Plan for Social and Economic Development (PNDES II– 2021-2025) through projects focused on urban and regional roads to improve transport connectivity and to reduce mobility issues that threaten urban areas’ economic and social development, mainly in Ouagadougou and in Bobo Dioulasso. The project is also aligned with WB strategy for FCV (2020-2025) through pillar 1: preventing violent conflict and interpersonal violence through expanding inclusive economic opportunities by promoting private sector and improving access to basic service provision, pillar 2: remaining engaged during crises and active conflicts through maintaining a development approach in urban areas where security is sufficient to implement efforts that build resilience, support service delivery, and promote livelihoods and job creation, pillar 4: mitigating the spillovers of FCV through addressing the needs of the forcibly displaced and their host communities in the cities.
- 26. The proposed project is also in line with the IDA Prevention and Resilience Allocation (PRA) priorities in Burkina Faso.** The country gained access to the PRA in December 2020. The government’s strategy for the mitigation of conflict and violence risks that underpinned the country’s eligibility to the allocation seeks to improve social protection and access to basic social services for host populations and IDPs; a specific indicator on the adoption of an inter-ministerial strategy on sustainable solutions for the socio-economic integration of IDPs in cities has been included in the PRA monitoring framework as part of the 2022 milestones. The proposed project will support these governmental priorities through its focus on improving access to services and opportunities for IDPs. In addition, through its support to local governance and urban planning, it will improve the preparedness and responsiveness of local governments to displacement flows.
- 27. The proposed project is also aligned with the Sahel CCDR and contributes to the objectives of the 2020 New Generation Africa Climate Business Plan<sup>26</sup>, and Burkina Faso’s Nationally Determined Contribution (NDC) to the UNFCCC 2021-2025<sup>27</sup>.** Cities are one of the five specific sectors or areas recommended by the Sahel CCDR for making development and adaptation gains. These sectors have the potential to rapidly stimulate sustainable economic growth over the next five years, because these areas are now highly exposed and vulnerable to climate change impacts, and because all are in urgent need of investment and reforms. Furthermore, the components and activities of this project are aligned with the recommendations of the Sahel CCDR for policies to create a resilient urban development pathway over the next three years and the recommendations for actions by 2030 as for example beginning to improve public spaces, such as creating public plazas and green spaces and paving roads, improving drainage systems and flood defenses (including nature-based solutions such as urban river restoration, erosion management, greening of upstream and flood prone areas) to reduce flooding risks. Furthermore, the proposed project aims to contribute to climate adaptation and mitigation using the ASI+R approach: Financing measures that lead to a reduction in motorized transport, a shift to cleaner transport modes and vehicles (public transport, non-

<sup>26</sup> World Bank 2020 Next Generation Africa Climate Business Plan. URL: <https://www.worldbank.org/en/programs/africa-climate-business-plan/reports>  
<sup>27</sup> Burkina Faso’s Nationally Determined Contribution to the UNFCCC (2021-2025); October 2021. URL: [Rapport CDN BKFA.pdf \(unfccc.int\)](Rapport CDN BKFA.pdf (unfccc.int))



motorized transport, electric vehicles), improvements in the efficiency of transport systems, improved infrastructure maintenance and emergency planning.

28. **The proposed project is also aligned with the AFW strategy (2021-2025) for transforming the economy and inclusive growth** with more and better jobs and more climate resilience by promoting greener cities, supporting critical infrastructure, reinforcing institutions and government capacity and mitigating climate shocks.
29. The proposed project's scope, thematic and geographic areas of intervention will complement those of other Bank's projects dealing with fragility, namely the Emergency Local Development and Resilience Project (P175382) and the Community Based Recovery and Stabilization Project for the Sahel (P173830). Furthermore, the proposed project will complement projects being prepared or implemented by other donors and partners for developing secondary cities.

### C. Proposed Development Objective(s)

30. The proposed PDO is to enhance safe and climate-resilient accessibility to basic services and economic opportunities of the population, including IDPs, of selected secondary cities in Burkina Faso

#### Key Results (From PCN)

- (i) improvement of the level of service, quality and safety of targeted public transport routes (frequency of services and reduction in the number of fatalities along those routes),
- (ii) (ii) increase in the number of people (including IDPs) with access to basic services(health, education and sanitation facilities),
- (iii) (iii) increase the number of people (including IDPs) with access to economic opportunities (markets)
- (iv) (iv) increase in the number of jobs through labor intensive employment in public works;
- (v) (v) reduction in the percentage of urban infrastructures exposed to floods and
- (vi) (iv) improvement of municipal management capacity in urban planning and management (as measured by the operationalization of the Major Works Municipal Agency).

### D. Concept Description

31. The proposed project will focus on three secondary cities of Burkina Faso: Bobo Dioulasso, Kaya and Ouahigouya. The cities of intervention of the project have been chosen among regional capital cities based on several criteria: (i) total population, (ii) percentage of IDPs compared to the host population, (iii) spatial and thematic complementarity with the other projects financed by the Bank and other donors, (iv) security situation and (v) available budget (US\$150 million). During the first phase of the project implementation, the investments will be focused on Bobo Dioulasso and Kaya. During this phase the feasibility, technical and environmental studies for the investments in Ouahigouya will be undertaken. Hence, the preparation phase will focus on Bobo Dioulasso and Kaya. However, based on the lesson learned from the Emergency Local Development and Resilience Project (P178650), the choice of cities will remain flexible during project preparation and implementation and a mechanism to adapt the intervention or to reorient the investments towards other secondary cities will be put in place to adapt to the volatile security situation in the country.

32. The overall project cost is estimated at US\$150m. The project components are as follows:

#### **Component 1: Urban mobility services and infrastructure (US\$ 80 million)**

##### ***Sub-component 1.1: Urban mobility services***

This sub-component will support the development of inclusive bus transport services in Bobo Dioulasso. If studies are conclusive, this will entail the operation of 1 or 2 bus routes by the private sector. The development of bus services will be inclusive, meaning that these services will address the differentiated mobility barriers of women and will be



accessible to IDPs and people with disabilities. This sub-component will also support a move towards more sustainable means of transport. This will also include a pilot activity related to electric mobility allowing students and employees to test electric two-wheelers. Additionally, it will support the professionalization of urban transport and logistics operators to enhance quality of urban mobility and transport services. A gender assessment including a study to identify the mobility patterns and barriers of the groups targeted by the project will be conducted during project preparation.

***Sub-component 1. 2: Urban mobility infrastructure***

This sub-component will finance the rehabilitation and upgrading of urban roads, with appropriate dedicated facilities for all road users, to improve access to basic services and access to economic opportunities (e.g., markets in secondary centers) in selected secondary cities. In Bobo Dioulasso, it will finance studies and road works in two secondary centers and a southern bypass (15 km) to connect two secondary centers and ease the transit of heavy traffic without crossing the city center. It will also finance the establishment of intermodality facilities and infrastructure for urban freight logistics to improve system efficiency and reduce relative motorized travel. In other cities, it will finance the rehabilitation and upgrading of urban roads, with climate resilience features and dedicated facilities for non-motorized transport, to facilitate access to basic services (e.g., schools, hospitals, municipal services, etc.) and to connect urban centers to their hinterland and economic opportunities. The connectivity infrastructure financed under this subcomponent will integrate road safety, climate adaptation and resilience measures in their design to ensure continued and safe access to basic services and jobs.

***Sub-component 1. 3: Road safety (US\$ 0.5 million)***

This sub-component will finance technical assistance and studies to promote and improve road safety, focusing on road safety data management and road safety engineering. One of the studies planned under the sub-component is the elaboration of a road safety improvement strategy for secondary cities, mapping out the main risks and possible solutions to prevent lives from being lost in road crashes. Since road safety data is at the core of road safety management, a crash database be developed based on a national road safety data review to be hosted and maintained by ONASER. During project implementation, the crash database will be piloted in selected cities and the data collected will be used to inform engineering solutions and project safety impact. The pilot will also test behavioral change and awareness raising interventions targeting different groups (eg. men, women, children) and road users (including pedestrians and cyclists) to address the prevention side of road safety. This sub-component will also finance road safety engineering studies: (i) a gap analysis of road engineering standards and norms in the country, together with a plan for improvements of main standards based on international best practices; (ii) road safety studies on project roads, such as road safety inspections (for existing roads), road safety audits (for detailed designs and roadworks traffic management plans), as well as post-construction road safety audits, once civil works are completed. The road safety audits and inspections will include an analysis on the correlation between road crashes and climate change and assess how to reduce road fatalities and injuries due to change in temperature, precipitation, strong winds and dust storms. To ensure road safety best practices are widely disseminated and understood, this sub-component will also fund awareness-raising campaigns for internally displaced persons and host communities.

**Component 2: Urban infrastructure and basic services (US\$ 60million)**

This component will support the urban development of the selected secondary cities and selected secondary centers in Bobo Dioulasso, providing safe, resilient, green, inclusive urban infrastructure and socio-economic services using an area-based approach. It will finance the construction of climate resilient social infrastructure (e.g., additional classrooms, additional health facilities, boreholes...) and economic infrastructure (Markets, gardening perimeters, etc...) for displaced people and host families and communities. It will also finance key investments for improving waste management systems and the construction of drainage network to protect urban centers from the effects of climate change. It will also finance the upgrading of existing open spaces (including green spaces as a form of nature-based solutions), installing shade features, installing street furniture, solar lighting, green roofs, etc...

***Sub-component 2.1: Urban infrastructure for better living conditions***



This sub-component will fund studies and works for spatially organized (i) investment for waste management improvement, (ii) construction of stormwater drainage network, (iii) rehabilitation and improvement of green and public spaces, (iv) construction of additional rooms for existing schools and health facilities and (v) water boreholes and water wells with hand pumps. These climate resilient investments will guarantee protection from floods and extreme heat, and enhance preparedness (e.g., better drainage against floods) and response (e.g., additional hospitals and shelter at schools) to climate change and climatic-related disasters.

***Sub-component 2.2: Urban infrastructure for economic opportunities***

This sub-component will promote access to economic opportunities for the population including IDPs and host communities. In complement to cash transfers done by other projects from the World Bank and other donors, this sub-component will finance studies and civil works for the construction of climate resilient small markets and gardening perimeters. It will also fund small investments in joint facilities along selected corridors or in key spaces to maximize ownership and the positive impact of the project on communities. The proposed facilities are of different types, such as perimeters of vegetable gardens, multifunctional platforms for women, water wells with hand pumps, small warehouses for crops, small market buildings, parking lots, fences. Besides built infrastructure, the component will finance activities that include, but are not limited to business skill development and financial literacy for women. These activities will be identified through a gender action plan that will be conducted during project preparation to identify the barriers that women face to their entrepreneurship.

**Component 3: Institutional strengthening (US\$7 million)**

This component will update and improve existing urban mobility and urban development planning frameworks to ensure the sustainable and climate resilient use of urban land along selected corridors, as well as institutional strengthening, and capacity building for urban development for selected cities. This component will fund:

***Sub-component 3.1: Urban Mobility Planning***

This sub-component will focus on complementing institutional and regulatory frameworks for urban transport at the city level. Consistent with government priorities and building on previous analytical work, the proposed activities will support:

- i) Development of sustainable urban mobility plans that integrate climate mitigation and adaptation considerations; and
- ii) Development of traffic management plans, that are considerate of the ASI+R framework and include disaster risk management features to improve resilience to climatic-related events.

***Sub-component 3.2 Urban planning and land use management***

This sub-component will finance:

- i) Update of the institutional framework for urban planning and land use management; and
- ii) Identification and design of development plans of key neighborhoods<sup>28</sup> around selected sites with high potential transformation prospects.

***Sub-component 3.3: institutional strengthening, citizen engagement and capacity building***

This sub-component will improve governance and enhance social cohesion in secondary cities. It will finance:

- i) In Bobo Dioulasso, the creation of AMGT, AOTU and ADEU
- ii) Improvement of the infrastructure and equipment of local authorities including the building of the town hall of Kaya and Ouahigouya
- iii) Capacity building and Technical Assistance activities:

<sup>28</sup> In the selected neighborhoods, the development plans may include upgrading roads and streets, sidewalks, and pedestrian crossing; upgrading existing open spaces, installing shade features, providing adequate drainage and waste collection facilities, installing street furniture, lighting, and bus stop shelters; organizing parking and installing safety barriers to reduce vehicular encroachment on sidewalks and enhance safety, etc.





**Composition 4: Project Management Support (US\$3 million)**

This component will support project implementation, monitoring and evaluation and will fund:

- i) Support for project management through technical assistance for PIU in procurement, environmental and social safeguards, etc.,
- ii) Project implementation, monitoring and evaluation

**Component 5: CERC (US\$0 million):** This component will have an initial zero budget allocation but would allow for rapid reallocation of project funds in the event of a natural or man-made disaster or crisis that has caused or is likely to imminently cause major adverse economic and/or social impacts. A specific Emergency Response Operations Manual will be prepared for this component, detailing FM, procurement, safeguards, and any other necessary implementation arrangements.

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

Summary of Screening of Environmental and Social Risks and Impacts

**Environmental Risk Rating Substantial**

The environmental risk is rated as “Substantial” due to the civil work activities that will be financed by the proposed project. The civil work activities will consist of (i) road works in some secondary centers and the southern bypass (15km) to connect two secondary centers (the southern bypass route is not yet known at this stage), logistic infrastructure (parking areas...) and some urban roads to access basic services (schools, hospitals, municipal services, etc.) under component 1; (ii) rehabilitation/reconstruction or new construction of social and economic infrastructure in key areas (additional rooms for existing schools and health centers, access to water and sanitation, electricity..) and small markets, market gardening perimeters under component 2. In addition, these activities will be conducted in areas with high concentration of population. The proposed civil works (construction and rehabilitation) may generate adverse environmental risks and impacts that will need to be mitigated and properly managed. The potential risks and impacts associated with the project’s activities are related to: (i) Resource efficiency and pollution prevention and management (asbestos material due to rehabilitation, sourcing of raw materials for civil works, water and energy use, dust, noise, potential contamination of water sources due to construction waste (hazardous and non-hazardous) management mainly, use of agrochemicals and (ii) Occupational and community health and safety as well as human security due to the civil works taking place in areas with high concentration of population. However, the potential risks and impacts associated with these civil works activities are expected to be reversible with appropriate mitigation measures.

**Social Risk Rating Substantial**

The project social risk is rating Substantial at this stage. All these expected investments will be carried out in crowded areas where several stakeholders with different interests are involved. The implementation of proposed project activities may be associated with potential social risks and impacts related to labor and working conditions, including child labor, and forced labor, sexual exploitation and abuse and sexual harassment, health, and safety of populations during civil works, incidents and accidents during civil works both for workers and communities, social conflicts due to the lack of communication on project benefits, terms involuntary resettlement compensation, etc. Indeed, the planned investments activities of the proposed project would lead to potential land acquisition, land use or involuntary resettlement issues as they will be carried out within cities where access to land is a major issue. The context of insecurity in the country is also





a risk that may negatively impact the overall implementation of project activities, mainly in terms of the consultation with key stakeholders, social inclusion, vulnerable groups involving, data collection during studies and/or civil works. These risks would be anticipated by improving communication, awareness campaigns and dissemination of information, strengthening the institutional capacities of certain key stakeholders, more inclusive consultation mechanisms, functional grievance mechanisms, etc.

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22-Sep-2022

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