I. Introduction and Context

Country Context

Burkina Faso has achieved significant progress in the past 10 years but still faces many challenges. Burkina Faso is a low-income, landlocked, Sub-Saharan country with a population estimated at 14 million inhabitants of which 80 percent live in rural areas. Burkina’s poverty rate is estimated at 43.9 percent and the country ranked 161th of 169 countries in UNDP’s Human Development Index (2010). Burkina Faso’s economy relies predominantly on the performance of the cotton sector (23 percent of exports in 2009, 32 percent in 2008) and gold mining (42 percent of exports in 2009 and 53 percent in 2010). Despite the increase observed in gold exports the economy remains vulnerable to fluctuating gold and cotton prices and to the impact of climate changes. Poverty is mainly rural;
50.7 percent of the rural population lives below the poverty line. The rapidly expanding population (growth rate of 3.1 percent in 2006) relies upon a very narrow natural resource base with agriculture representing 40 percent of GDP. The agrarian economy is particularly vulnerable to climatic and external shocks. Burkina's fragile Sahelian environment is inherently drought-prone, a situation aggravated by the recent climate change phenomena. The country is also vulnerable to fluctuating fuel, food and cotton prices, which have a significant impact on the nation. Burkina’s harsh and deteriorating climatic conditions combined with the high demographic growth rate greatly hinders the impact of initiatives to reduce poverty, and is likely to put the job market under stress, endanger food security and accelerate environmental degradation. With limited fiscal space and growing demand for basic services, improved governance and efficiency in delivering services at the local level will be critical to underpin improvements in human development. Investments in sustainable forest and woodlands management, especially in the context of productive forest mosaics, will not only reduce greenhouse gas emissions but will strengthen the underlying development of the country.

**Sectoral and Institutional Context**

Forest resources are critical for livelihoods and the economy. Forest-based economic activities, including making charcoal and selling forest products, can contribute to over 25 percent of rural household income, as well as 5.6 percent of GDP. In addition, forests and woodlands provide important environmental and social services in relation to soil fertility management, erosion control, watershed protection, and biological diversity (animals for pollen dissemination, etc.). Such services lead to indirect economic benefits and increase resilience at the landscape level. Further, forests and woodlands provide additional non-economic benefits to local populations (medical plants, hunting, fruits/mushrooms, etc) that can alleviate the impacts of drought and other climate related challenges.

In addition to these local development benefits, mixed-use landscapes hold significant potential as carbon sinks. The Forestry Code of Burkina Faso considers the areas occupied by trees and shrubs, except those dedicated to agricultural activities, to be forests. Reference to forests and woodlands include a variety of land tenure units such as wooded savanna and gallery forests (see Table 1). The first unique forest inventory was developed in 1980 and the government is currently undertaking a new inventory, with the support of the Government of Luxembourg. Previous reforestation and anti-desertification campaigns have demonstrated that mixed-use forests and woodlands hold significant potential as a carbon sink in Burkina Faso (e.g., planted areas almost tripled between 1999 and 2007).

<table>
<thead>
<tr>
<th>Land tenure unit</th>
<th>Area '92( ha )</th>
<th>Area '02( ha )</th>
<th>% ('02)</th>
<th>Change ('02- '92)</th>
<th>Change area/yr</th>
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</thead>
<tbody>
<tr>
<td>Rainfed crops</td>
<td>7,403,296</td>
<td>8,016,867</td>
<td>29.37</td>
<td>613,571</td>
<td>61,357</td>
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<tr>
<td>Ag land w nat. areas</td>
<td>3,268,654</td>
<td>3,437,511</td>
<td>12.59</td>
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<td>Agro-forestry land</td>
<td>2,038,779</td>
<td>2,305,603</td>
<td>8.45</td>
<td>266,824</td>
<td>26,682</td>
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<td>Grassy steppe</td>
<td>1,296,444</td>
<td>1,270,518</td>
<td>4.65</td>
<td>-25,926</td>
<td>-2,593</td>
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<td>Grassy savanna</td>
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<td>0.81</td>
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<td>-287</td>
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<td>Shrub savanna</td>
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<td>6,189,685</td>
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<td>Wooded savanna</td>
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<td>Shrub steppe</td>
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<td>Gallery forests</td>
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<td>3.06</td>
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<td>Wooded steppe</td>
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<td>99,240</td>
<td>0.73</td>
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Open forests 53,359 50,249 0.18 -3,110 -311
Total wooded land 12,890,941 11,814,688 43.29 -1,076,253 -107,626
Total 27,121,017 27,065,219 99.16 -55,798 -5,581

There is a need to address direct and indirect drivers of forest and woodland degradation simultaneously. The continued loss of the country's forests is the result of a number of drivers of deforestation and forest degradation that can be classified as either original/direct drivers or proximate/indirect drivers. Although these two categories of drivers are described separately, they are strongly interrelated, and can only effectively be addressed through an integrated approach, within the context of a broader development and climate change agenda that simultaneously addresses the direct (mostly at local level) and the indirect (at local and central level) drivers of deforestation.

Direct drivers:
- Livestock activities: cattle, goat and sheep husbandry;
- Agricultural expansion: mostly cotton production and food production;
- Overharvesting of firewood due to increasing demand;
- Overharvesting of non-timber forest products;
- Bush fires; and
- Gold mining.

Proximate drivers: The indirect drivers of deforestation and forest degradation result from a complex interplay between socio-economic, political, technological, and cultural factors, which leads to an environment conducive to the emergence of one or more direct drivers. Indirect drivers are related to:
- Economic and demographic factors (growth in impoverished rural populations who depend on forestry products for survival);
- Land management (delays in implementing land tenure reforms, insufficient tools for sustainable land use planning and management, insufficient enforcement);
- Technical capacities and Knowledge (lack of capitalizing on good forestry practices, weak control, lack of resource knowledge);
- Overall capacity weakness of stakeholders (at decentralized and centralized level); and
- Governance (difficulties in enforcing laws and regulations relating to the forestry sector).

Agriculture (including livestock and agro-processing) remains the most obvious source of growth and poverty reduction in Burkina Faso. The agriculture sector employs over 80 percent of the population and contributes to 40 percent of national GDP. Between 2001 and 2008, while growth in agriculture exceeded the national average, productivity remained stagnant. Except for the cotton sector, subsistence farming is widespread, with limited access of producers to both internal and external markets and minimal involvement of agribusinesses in the sector. Equally important are silvo-pastoral systems and agroforestry that rely on forest ecosystems for their health, productivity and existence. Rural development has relied upon unsustainable area expansion of land for cultivation (at a rate of 3 percent per year).

Sustainable management of natural resources is a cornerstone of the national plan to accelerate growth and sustained development. After a comprehensive assessment of the ten-year implementation of the Poverty Reduction Strategy Papers (PRSP), Burkina Faso prepared a Strategy for Accelerated Growth and Sustainable Development (SCADD) through a participatory process. The strategy sees the sustainable management of natural resources as a cornerstone of agricultural
development, particularly through an increased pace of reforestation, exploitation of forest wealth and protection of wildlife resources. The National Rural Sector Program (PNSR) provides a cohesive framework for development objectives in rural areas, which seeks to strengthen coherence and coordination among sectoral interventions in rural development. The PNSR focuses specifically on integrating livestock management, agriculture development and environment policies. The PNSR is now the coordinating framework for programming and implementing the interventions in rural areas in Burkina Faso and therefore constitutes a clear institutional framework for interventions of the proposed project.

The Forest Investment Program (FIP) of the Climate Investment Funds (CIF) and the international program to Reduce Emissions from Deforestation and forest Degradation (REDD+) more generally fill a critical gap in aligning forestry, climate change and national development plans. Burkina Faso is one the eight pilot countries currently eligible to benefit from the FIP, a multi-donor trust fund aiming to support developing countries’ efforts to reduce emissions from deforestation and forest degradation by providing financing for investments. Burkina Faso has launched activities that begin to assess the underlying causes of deforestation and forest degradation consistent with the Forest Carbon Partnership Facility (FCPF) approach and has identified strategic pillars of a national REDD+ program:

• Management of agro-silvo-pastoral systems (targeting direct drivers)—For the sustainable management of crop farming, livestock farming, and forestry within a sustainable land-use management system;
• Land use planning (targeting indirect drivers)—Land use planning in order to facilitate the most appropriate land use for each of the many different activities that take place in a rural setting (farming, livestock, forestry, agro-silvo-pastoral activities, mining, peri-urban areas, etc.)
• Security of land tenure (targeting indirect drivers)—Re-enforcement of recent laws and regulations regarding the security of land tenure to provide an enabling environment for investments in improved land and forest management;
• Knowledge sharing and capacity-building (targeting indirect drivers)—For relevant ministries, the private sector, civil society, and educational and research institutions, harmonization of policies, and promoting good governance of natural resources, and forests in particular.

FIP resources will support complementary projects that reinforce one another yet avoid duplication of effort: 1) the World Bank-executed project—Decentralized Forest and Woodland Management (PGDDF) as well as; 2) the African Development Bank executed—Participatory Management of State Forests (PGPFD). The proposed project builds on direct synergies with the European Union that is supporting sustainable management of forests as part of socio-economic development in Burkina Faso and increasing forests capacity to sequester carbon as well as reducing pressures on forest ecosystems through the project Climate Governance and Decentralized Sustainable Management of Forests (CLIM-GDDF). The project will also build synergies with other development partners with investments in climate change and forestry such as Luxembourg and UNDP.

The FIP Dedicated Grant Mechanism (DGM) will support Indigenous Peoples and Local Communities to become effective partners in the ongoing dialog about climate change and REDD+. The DGM is a program designed to be directly managed by a national committee consisting of representatives of Indigenous Peoples and Local Communities in FIP pilot countries. The DGM program in Burkina Faso is supported by a US$ 4.5 million grant. The DGM will support Indigenous Peoples and Local Communities in various areas that increase their capacity to be active
partners in national and international dialogues on REDD+, deforestation, forest degradation and other phenomena that threaten forest ecosystems. The DGM will be designed and implemented in a way that is consistent with and complementary to FIP investments.

The World Bank has been an ongoing partner in forest resource management and rural development. The World Bank and Burkina Faso have built a strong partnership on issues related to the forest sector as well as rural development. As an example the Second National Territorial Development Program (PNGT-2), which covers all rural regions of Burkina Faso is coming to a close. Activities were concentrated in 3000 villages in 26 provinces, comprising about one-third of the national territory. Most PNGT funds are transferred to village communities through a Local Investment Fund (FIL), for community investments, following a participatory approach, with small projects implemented and managed by local communities. The third phase of PNGT will be particularly linked with the World Bank managed investment project where PNGT will support the decentralization of land tenure management and the design of the Village Development Plans in the targeted intervention sites of this project.

**Relationship to CAS**

The objectives of the proposed project support the pillars laid out in the current Country Assistance Strategy (2010-12) that seeks to assist Burkina Faso to begin to transform its economy, support equitable and shared growth and make progress on human development. The objectives of the proposed project are strongly related to the two strategic themes supported by the current CAS with regards to (a) Minimizing economic vulnerability and promoting growth through economic transformation; and (b) Sharing growth through improved service delivery). The proposed project is also in line with the SCADD’s four pillars: (1) Accelerated growth; (2) Human capital development and social protection; (3) Improved environmental governance and (4) Cross-cutting priorities and themes. The 2013-2015 CAS is currently under preparation and will support SCADD (2011-2015).

**II. Proposed Development Objective(s)**

**Proposed Development Objective(s) (From PCN)**

The Development Objective is to promote an adaptation-based mitigation path that would both reduce poverty and limit the degradation of forests and woodlands, thereby reducing greenhouse gas emissions.

Specifically, this project aims to: (i) support the design of a national REDD+ strategy that is applied to institutional and legislative frameworks in different sectors; (ii) improve land use planning and economic activities around forest and woodland resources; and (iii) establish guidance, best practices and a structure of knowledge management around sustainable natural resource management.

**Key Results (From PCN)**

Key PDO indicators (proposed at concept stage):

- Indicator 1: Number of sector whose policies are influenced to take into account REDD+ and Sustainable NRM management.
- Indicator 2: Effectiveness of sustainable natural resource management plans in targeted communes (this will be measured with a composite indicator from 0-3; Level 0-Business as usual, Level 1-X% of villages where mapping is agreed, Level 2-X% of villages where local investment plans are defined, Level 3-X% of villages where local investments are implemented according to an
agreed NRM process).

- Indicator 3: Tons (millions) of CO2 emissions from reduced deforestation and forest degradation relative to the reference emissions level based on the comprehensive IFN forest carbon inventory.
- Indicator 4: People in targeted forest and adjacent communities with increased monetary or non-monetary benefits from forests (number) (Core Indicator). "People" is restricted to the "people (or entity) whose activity changed following project activities such as direct support or knowledge sharing.

III. Preliminary Description

Concept Description

An integrated, inclusive approach to forest and woodland management. The Decentralized Forest and Woodland Project is designed to achieve an integrated, inclusive community forest and woodland management regime that is based on improving livelihoods and reducing poverty while simultaneously enhancing carbon sequestration potential. Through a combined approach of tailored local action, developed in close coordination with local stakeholders, and actions on a regulatory and legal framework the project will support activities that contribute to improving livelihoods and mitigating, as well as building resilience to, climate change.

A focus on addressing drivers of deforestation and degradation in and out of forests and woodlands. The sites considered for intervention will be areas experiencing a dynamic of significant forest degradation, yet holding a high potential for reforestation. These targeted zones will capture some or all of the following dynamics: deforestation linked to the supply fuelwood for major cities; deforestation caused by extensive agricultural practices; afforestation/deforestation caused by anthropogenic pressure (subsistence farming in densely populated area for example) and; areas of high biodiversity and water resource value. The project will implement actions both within the forest sector and outside the sector, focusing on enabling activities such as land use planning and rural development planning.

Working through collaborative partnerships efforts to increase the positive impacts of investments. The project will be developed as part of a collaborative initiative between the World Bank and the African Development Bank under the Forest Investment Program that seeks to build synergies to reinforce the impact of investments while avoiding the duplication of effort. The Participatory Management of Protected Forest Areas Project (US $12 million FIP financing) executed by the African Development Bank will focus on areas within classified protected forest areas.

The World Bank executed project, the Decentralized Forest and Woodland Management Project, will be developed in partnership with the European Union’s CLIM-GDDF project in areas around protected forests through an investment of €8 million (approximately USD 9 million) the European Union. The EU is supporting strategic priorities related to improving climate governance that will lead to sustainable management of forests and woodlands to support socio-economic development and increasing their ability to sequester carbon as well as reducing pressures on forest ecosystems. Through the identified priorities of (i) integrating climate change into country sectoral strategies, (ii) reducing emissions from deforestation and forest degradation and concerted activities at national and local levels, and (iii) adaptation to climate change, the objectives of the EU are integrated into the World Bank executed project.
The project supports an innovative approach to sustainable land, forest and woodland management by making it part of the decentralization process. The project supports the decentralization process that officially plans to transfer natural resource management to the local (commune and village) level. The project supports comprehensive land use mapping as part of a local integrated natural resource management plan. The project focuses on the landscape as an integrated, productive, forest and woodland mosaic with the development of a territory rather than just one sector and supports planning and decision-making through local institutions like Village Development Committees (CVD).

Targeting a multi-faceted approach to forest and woodland management to deliver transformational impact. By targeting the multi-faceted drivers of deforestation and forest and woodland degradation, this project, in conjunction with initiatives on classified forests in the immediate surroundings (AfDB executed FIP project). The project seeks to deliver a robust approach that will have a transformational impact in the targeted sites. While there have been successful experiences on integrated land use or the development of alternative livelihoods, they have often been developed in isolation. The project takes the critical step of moving beyond a focus on forest resources in isolation, towards a broad strategy to both reduce pressures on forests and woodlands and reduce poverty by promoting sustainable land and forest management.

B. Project Description
The proposed project builds on three components, described in detail below. The structure of the project has been designed to help the Government of Burkina Faso implement a national REDD+ strategy, support transformational investments in forest and woodland management in targeted areas, as well as build a body of knowledge and lessons that will support the scaling up of successful model for low carbon, climate resilient development. The project is designed to directly complement the investments of the African Development Bank under the FIP, in particular, and other development partners, in general, on REDD+, climate change and rural development.

Component 1: Mainstreaming Climate Change and REDD+ into Sectoral Frameworks and Strategies (Combined FIP/EU Budget: US$ 7 million)
This component will support the adoption of a REDD+ approach that incorporates climate change adaptation and mitigation into sectoral frameworks, policies, activities and investments based on a broadly informative and consultative process. This component will focus on improving climate governance and the country's readiness for REDD+, consistent with the approach outlined in the Readiness Preparation Proposal (R-PP) that Burkina Faso presented to the Forest Carbon Partnership Facility in 2012.

Sub-Component 1.1: Development of a National REDD+ Strategy. The development of a national REDD+ strategy will serve as a strategic plan for addressing gaps in the national framework for reducing greenhouse gas emissions as well as moving the country towards a climate resilient low-carbon development path. An effective REDD+ strategy hinges upon enhancing design, implementation, and enforcement of legal and regulatory reforms that are critical for fostering robust development and poverty reduction.

The development of a national REDD+ strategy will strengthen the legal and institutional framework that will enable local populations to fully participate in the planning and in the implementation of sustainable forest and woodland management initiatives (through forest/woodland management planning processes). The national REDD+ strategy will build upon knowledge gained during the extensive consultations as part of the FIP/RPP process as well as tap
into long-term engagement with local stakeholders around issues of natural resource management.

Sub-Component 1.2: Broad Awareness Raising and Consultations Related to REDD+ and Climate Change. Burkina Faso has a long and meaningful experience in the area of integrated natural resource management, particularly in traditional land management. However, the relevance of REDD+ and implications of climate change, although being felt, are less known across the country and have not been adequately addressed across sectors and at various levels.

Consultations will be carried out targeting political as well as civilian stakeholders on issues of climate change and REDD+, and as outlined in the RPP will be conducted in a series of waves to address different stakeholders. At the political levels consultations will include decision makers in specific sectors to share information as well as learn about how a national approach to climate change and REDD+ can be translated into actions that are sector-specific. At the sub-national and local levels, especially at the village level, engagement of stakeholders will focus on the establishment of the necessary organizational arrangements and consultation processes for the development of a national REDD+ strategy. Consultations under sub-component 1.2 will inform the development of the REDD+ strategy under sub-component 1.1. Consultations will be geared towards ensuring consistency between the local investments (micro-project oriented) and the national reforms (aiming at improving the legal framework and the governance/control through capacity building) and also ensuring that development priorities at the national level reflect local level needs. Where relevant, consultations will be coordinated with the Dedicated Grant Mechanism as it is developed further as part of the overall FIP program.

Sub-Component 1.3: Strengthen Capacity for the Administration and Delivery of REDD+ and Climate Change Governance. The implementation of a new strategic framework for reducing greenhouse gas emissions through sustainable land management and initiatives for poverty reduction, as embodied in a national REDD+ strategy, will necessitate capacity building at the national, sub-national and local levels.

This sub-component will strengthen the capacity of the institutions responsible for coordination and delivery of national REDD+ and climate change strategies, such as the Directorate of Sustainable Development (SDD) as well as the Advisory on Environment and Sustainable Development (CONEDD). This sub-component will support actors by strengthening their capacity to fulfill their mandates, and to assure coordination and effective forest and woodland governance. Particular emphasis will be given to supporting local capacity for community forest management activities linked to REDD+ and climate change. Several technical, legal and financial studies will also be initiated to better understand certain relevant aspects of REDD+ and climate change in the country.

In the area of forest information, the sub-component will support the establishment and the implementation of a system of ecological, vegetation and wildlife monitoring (currently a major constraint to forest sector planning in Burkina Faso). This will feed into the activities supported by the African Development Bank that lay the groundwork for the management of all forest related information that strengthen the REDD+ strategy through a the monitoring system will be linked to the reference base tool for carbon stocks, and to the system of Measurement, Reporting and Verification (MRV).

Component 2: Participatory Planning and Management of Forests and Woodlands (Combined FIP/ EU Budget: US$ 17 million)
This component will directly target the drivers of deforestation and forest and woodland degradation by focusing on activities that reduce pressures on forests and woodlands in areas outside of targeted classified forests. This component will provide investments for the management, protection, and
rehabilitation of woodlands, timber and non-timber resources, wildlife, agro-forestry, alternative livelihoods and support to small and medium enterprises. Through the integration of socio-economic development and environmental issues, these investments are well aligned with the strategic axes of the PNSR and SCADD.

Sub-Component 2.1: Support Land-Management Capacities of Local Communities. To ensure the most effective impact of local development initiatives, the project will put in place and/or strengthen the operational capacities of local populations to enable full participation in land use management at the territory scale. This sub-component will support the planning capacities of stakeholders at the local level (commune and village) including local governments, institutions, civil society, associations, CVD and private sector organizations. Activities include the development of strategies, plans and activities for sustainable forest and woodland management. Additionally, planning and management capacities will be strengthened with regard to conflict resolution, land use planning and mapping, wildlife resources, information/education/communication as well as others that will be specified as target sites are identified.

Sub-Component 2.2: Investing in Activities that Reduce Deforestation and Improve Management of Forested Land
This sub-component will be based on a Community Driven Development (CDD) approach where investments target activities that support local development (at the village and commune level) and also enhance forest and woodland management and carbon sequestration potential. Activities for land use management would reduce conflicts among forest resource users and reduce human-induced pressure on natural forests and woodlands. Participatory planning methodologies for forests and natural resource management would be integrated into Local Government Development Plans (PDC) and Village Development Plans (PVD).
Support to alternative livelihoods is an integral part of forest management activities that would reduce pressure on forests and reduce unsustainable forms of forest management, as well as increase household revenues. Activities would include, among others: support to the development of traditional forest products (timber and non-timber); professional training for associations, including youth and women; and the creation of sustainable alternative job opportunities for people living near forests and woodlands.
The activities envisaged under this component target considerable private sector involvement in improved forest management and utilization. This would include capacity building of actors in forest related value-chains such as hunting, bee-keeping, wood collection/harvesting, charcoal and fuelwood production, gum Arabic harvesting, construction timber, karité (shea nut) and others. Support for the private sector would also include enhanced access of small and medium enterprises to financing (especially women’s associations); improved access to markets; the establishment and training of producers, organizations, and federations; targeted incentives to encourage and boost the participation of the private sector in supporting alternative livelihoods and green technology development and dissemination.

Component 3: Coordination and Information and Knowledge Sharing (Combined FIP/EU Budget: US$ 3 million).
This component will provide resources for the support of REDD+, FIP and climate change at the programmatic as well as project levels. Resources will provide support for integration between national and project level initiatives and will support the integration of knowledge and lessons into further strategic development as well as the dissemination of lessons across international, national,
Sub-national and local levels.

Sub-Component 3.1: Program Coordination, Lesson Learning, Knowledge Management and Analysis of FIP Program Results. This sub-component will support programmatic and inter-sectoral coordination. This sub-component will support lesson-learning information is an integral part of the project. Throughout the implementation of the different components a range of integrated activities aim at gathering, managing and sharing information to the main lessons learned (especially in terms of procedures, methodologies, funding needed, techniques and best practices, synergies and partnerships). These activities will support an internal dynamic of learning by doing, promote timely integration of lessons learned into the design and implementation of investments and projects, accelerate the replication and the scaling up of successful outcomes, and promote the mobilization of required additional financial resources. Additionally they will inform the REDD+ strategies. Program coordination, knowledge sharing, and lesson learning for various REDD+ and climate change activities will integrate the EU focus on rural development and forestry issues in the context of climate change.

Sub-Component 3.2: Project Coordination and Fiduciary Management. This sub-component will finance all the activities related to coordination at the project level, including reinforcing the institutional capacities of the implementing agencies related to procurement, financial management and fiduciary reporting. Implementation arrangements will be fine-tuned during project preparation, in collaboration with the other related projects to avoid duplication of efforts. A monitoring and evaluation system will be established for all activities under the program following a number of measurable, objective indicators that are established in advance and implemented by a national coordination unit. This system would allow for generating knowledge regarding changes in the status of forests and in land use more broadly, and for assessing the approaches of forest utilization and the socio-economic and environmental impacts of investments on local livelihoods, forest resources, and productivity both at local and national level.

Opportunities for accessing additional innovative financing mechanisms (such as the GEF or BioCarbon Fund) are being explored and will be included prior to finalization of the Project Concept Note if pertinent.

IV. Safeguard Policies that might apply

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VI. Contact point

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