



International
Labour
Organization

Progress report - Burkina Faso

01/01/2023 - 30/11/2023

ILO GLOBAL FLAGSHIP PROGRAMME ON BUILDING
SOCIAL PROTECTION FLOORS FOR ALL - PHASE II

Project code: GLO/21/34/MUL



Workshop to validate the application texts of the law on the RAMU, Ouagadougou, 16 July 2023 ©OIT 2023



Belgique
partenaire du développement

LUXEMBOURG
AID & DEVELOPMENT



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Donor: Belgium and Luxembourg

Administrative unit: ILO Country Office for Côte d'Ivoire, Benin, Burkina Faso, Mali, Niger and Togo (CO-Abidjan)

Project title:	BUILDING SOCIAL PROTECTION FLOORS FOR ALL SUPPORT TO THE 2ND PHASE OF THE ILO GLOBAL FLAGSHIP PROGRAMME (2022 - 2025) – WESTERN AFRICA STRATEGY
Type of report:	Annual
Period under consideration:	January to November 2023

Links:

Strategic outcome: Comprehensive and sustainable social protection for all

Country programme outcome: Burkina Faso BFA126: Priority 2: Strengthening and extending social protection.

Sustainable Development Goal: SDG 1.3 Establish social protection systems and measures for all, appropriate to the national context, including social protection floors, and ensure that by 2030 a significant proportion of the poor and vulnerable benefit from them, SDG 3.8 Ensure that everyone has access to universal health coverage, including protection against financial risks and access to quality essential health services and to safe, effective, quality and affordable essential drugs and vaccines
SDG 8.5 By 2030, achieve full and productive employment and ensure decent work and equal pay for work of equal value for all women and men, including young people and people with disabilities.
SDG 10.4 Adopt policies, including fiscal, wage and social protection policies, and progressively achieve greater gender equality.

Preparation and revision:

Report prepared by: Adama Sanou, 22/11/2023

Report reviewed by: Dramane Batchabi, 27/11/2023

Report approved by: Ndeye Coumba Diop, 23/04/2024

1. Country context

The social health protection landscape in Burkina Faso encompasses two complementary schemes: the Universal Health Insurance Scheme (RAMU) and the Free Healthcare Scheme targeting pregnant women and children aged under five. The aim of the RAMU is to promote access to healthcare for the entire population while protecting them against financial difficulties in the event of illness. It is financed by contributions that are in principle compulsory and national resources, covering poor people who do not have the financial resources to pay contributions. It was established by Act No. 060-2015/CNT of 5 September 2015. Since 2020, the RAMU has covered a part of the poor population, but the remainder of the population, whether working in the formal or the informal economy, are not yet covered. Medical coverage for people in these sectors is provided on a voluntary basis, mainly through private health insurance schemes and mutual health organizations. The latter, in particular, have specialized in covering those working in the informal economy and are present in 11 of the country's 13 regions, with a total of 44,893 registered beneficiaries, or 0.22 per cent of the national population.

The "Free healthcare for pregnant women and children aged under five" scheme is the result of a presidential decision taken after the 2015 elections. It exempts pregnant women and children under 5 years of age from paying for medical consultations, laboratory fees and medicines. This measure, which has been widely welcomed, has increased attendance at healthcare centres and benefits all categories of the population, including workers in the informal economy and those living in rural areas. Originally managed by the Ministry of Health and Public Hygiene, it will be transferred to the RAMU in 2024. Together, these two schemes must be combined to form a coherent and cohesive national social health protection system. To this end, one of the responsibilities of the Ministry of Health is to organize the transfer of the purchasing function for free healthcare services to the National Health Insurance Fund (CNAMU).

This political will to move towards universal health coverage has been endorsed by the ILO, the Government of Burkina Faso and the country's social partners in Priority Area 2 of the Decent Work Country Programme (DWCP): "Strengthening and extending social protection". One of the projected results (Outcome 2.2) mentions "Social protection extended to uncovered workers in the urban and rural informal economy by 2022".

With the support of the Ministry for the Civil Service, Labour and Social Protection, the "Building Social Protection Floors for All" project was officially launched on 28 August 2023 in the presence of national stakeholders, who discussed the results and achievements of phase 1 and the main intervention axes foreseen for phase 2. One session of the project's tripartite steering committee was also held, enabling its members to validate the project's objectives, desired results and planned activities. At the same time, the committee's membership was updated through the replacement of members who no longer met the criteria for representing their organizations following changes in posts.

From 1 January to 30 November 2023, the project supported the Government of Burkina Faso to finalize the RAMU's technical parameters, strengthen the contractual framework between RAMU management bodies and healthcare providers, and provide technical assistance to mutual health organizations and other institutions covering workers in the informal economy. These results were the fruit of capacity-building activities and tripartite technical sessions involving decision-makers and social partners. In addition, the various technical reports produced with ILO technical assistance were improved and validated by all RAMU stakeholders.

2. Progress report

Outcome 1: The institutional and technical architecture of the Universal Health Insurance (UHI) scheme is operational and facilitates the extension of health coverage to workers in the informal economy and their families

Output 1: The technical and financial parameters of the Universal Health Insurance scheme are approved

Output status: On schedule

On 16 July 2023 the “Building Social Protection Floors for All” project organized a tripartite national workshop aimed at validating the draft versions of **five priority decrees defining the technical parameters for implementation of the RAMU**. The workshop brought together all the stakeholders involved in implementing the RAMU and provided an opportunity for the ministry in charge of social protection to present the draft decrees and gather stakeholders’ amendments and suggestions. At the end of the discussions, the texts were unanimously validated by all participants. The drafts were then finalized and submitted to the Council of Ministers, which **adopted them in ordinary session on 9 August 2023**. These five decrees concern: (i) the conditions and procedures for administrative control; (ii) setting the procedures for the affiliation and registration of potential beneficiaries of the scheme, their dependants and the poor; (iii) the approval of standard models for national or individual agreements between RAMU management bodies and healthcare management bodies; (iv) determination of the conditions and procedures for medical control and expert medical assessment of the healthcare benefits and goods and services guaranteed by the RAMU; and (v) definition of the basic healthcare package.

The adoption of these five decrees marks the end of a process that began under phase 1 of the project. The decree texts were first drafted and updated by a group of national stakeholders in October 2021. They were then submitted to the social partners and experts from the ILO Social Protection Department, whose support ensured that the draft texts would allow effective implementation of the UHI and complied with international standards, in particular the ILO's international standards on social protection.

The implementation of the project's work plan in phase 2 will include the adoption of complementary decrees, in particular one relating to the scheme's contribution rate and financing mechanism. It will also enable the adoption of the implementing order for decrees relating to the basic healthcare package and the necessary steps for ensuring that the entire population, in particular workers in the informal economy, can have equitable access to quality healthcare founded, first, on a national consensus regarding the technical parameters for operationalization of the RAMU and, second, on compliance with the ILO's international standards on social protection.



Tripartite national workshop on the decrees for implementation of the RAMU, Ouagadougou, 16 July 2023.

Article on the workshop published by the Universal Health Insurance Fund (CNAMU):

https://m.facebook.com/story.php?story_fbid=pfbid02WdwyjAzeDXZfUDVIVqQvH2F1tnkjZbXeNzn5cyBA9oC Cde4GnZ4aB3Q3bC2P1rBbl&id=100066799631016&mibextid=Nif5oz

Activities relating to the **actuarial study of the RAMU** resumed under phase 2 of the project following a request made by the Minister for Labour and Social Protection on 30 March 2023. This study was necessary for finalizing the technical parameters and for holding national consultations on the basic healthcare package and the financing mechanism for the scheme. With the assistance of the Technical Support Facility of the ILO Social Protection Department and the ILO Dakar Office, an actuary was appointed to conduct the study. Under ILO technical supervision, a national consultant was recruited to collect and analyse the data needed to formulate basic healthcare package scenarios. A preliminary report on the study has been produced and will be presented to the study's monitoring committee.

A data collection committee was then set up to support the CNAMU in its data gathering. The committee comprises representatives of the government bodies responsible for demographic, macroeconomic and health data, and is placed under the authority of the CNAMU. Its first meeting took place in November 2023, when the objectives and expected results of the study were presented together with the ILO Health actuarial model and its data requirements. A timetable for data collection was drawn up. The next steps will be to collect and analyse data and propose scenarios for the RAMU basic healthcare package.

In accordance with the timetable for RAMU implementation proposed by the Ministry for the Civil Service, Labour and Social Protection, the project supported the CNAMU in organizing, from 2 to 4 October 2023, a **national consultation workshop on the RAMU financing mechanism**. This brought together nearly 70 representatives from government, employers' and workers' organizations and social movements. The main objective of the workshop was to define a sustainable financing mechanism for the scheme based on the actuarial and financial study of the RAMU and the lessons learnt from international experience. After three days of discussions, the participants agreed on the need to mobilize resources to implement the scheme. To that end, taking into account the emerging trends and in order to ensure the scheme's viability, a consensus was reached in favour of financing the scheme through social contributions complemented by public domestic financing, to be sought by the Government. Each of the stakeholders proposed contribution scenarios, most of which involved a contribution rate of 4 per cent, with 2 per cent payable by the employer and 2 per cent by the employee. Proposals for mobilizing additional resources through innovative financing and for categorizing workers in the informal economy to ensure a fairer contribution were also put forward, in particular by the employers' and workers' representatives.

Subsequent consultations should enable stakeholders to finalize the draft decree on the contribution rate and to determine other sources of funding. This process of social dialogue will ultimately enable adoption of the decree on contribution rates so that implementation of the RAMU can begin in early 2024.



Family photo at the tripartite national consultation workshop on the RAMU financing mechanism, Koudougou, 2-4 October 2023.



Tripartite national consultation workshop on the RAMU financing mechanism, Koudougou, 2-4 October 2023.

Article on the consultation workshop published by the CNAMU:

<https://www.facebook.com/100066799631016/posts/pfbid033ApmHLQwFnLTW7BLVRSYRXDZvV6h7up5GiY9Hr2fXEplTVv29HsSqnPruC88EyKol/?mibextid=Nif5oz>

With regard to the **deployment of an OpenIMIS health insurance information system**, several meetings were held in 2023 between experts from the ILO Universal Social Protection Department and CNAMU directors. These meetings led to the identification of a consultant responsible for developing the system in line with the needs of this implementing stage of the RAMU. The consultant will be tasked with drawing on the technical specifications and the report of the OpenIMIS feasibility study carried out during phase 1 of this project in order to develop and adapt the system. At the same time, the CNAMU has begun the process of developing a national application (SIG RAMU), which should eventually take over from OpenIMIS to ensure the sustainability of the activity.

Output 2. The CNAMU has strengthened its capacity to manage the scheme on Free healthcare for pregnant women and children under five

Output status: Delay : Not yet started

Owing to the pace of RAMU implementation, this product is expected to be developed in 2024. Although making the universal health insurance scheme operational remains a priority from 2023, since the contribution rate is not yet available it will not be possible to roll out the scheme for all beneficiaries. This activity will be resumed once the RAMU scheme is up and running.

Output 3. The contractual framework between RAMU management bodies and healthcare providers is finalised and implemented

Output status: Delay : Not yet started

The activities concerning this output are expected to be implemented in 2024 owing to the pace of implementation of the RAMU. As soon as the decree defining the contribution rate is adopted, partnerships can be established.

Output 4: Mutual health organizations and other institutions involved in extending social health coverage to workers in the informal economy have their capacities strengthened and the tools available to participate in effective management of the RAMU

Output status: Delay : Not yet started

The activities concerning this output are expected to be implemented in 2024 owing to the pace of implementation of the RAMU. As soon as the decree defining the contribution rate is adopted, partnerships can be established and the capacity-building activities can start.

Output 5: The national stakeholders have strengthened their capacities to implement the strategy to extend the RAMU to workers in the informal economy and their families

Output status: On schedule

The **national strategy for extending the RAMU to workers in the informal economy was validated** during a workshop held on 18 and 19 September 2023. The workshop, organized with the support of the project, brought together all the national stakeholders involved in implementing the RAMU, including the social partners and associations of workers in the informal economy. The event provided the CNAMU with an operational tool for implementing the RAMU and extending its coverage to workers in the informal economy. The validation of this strategy marks the end of a process begun under phase 1 of the project. The strategy document was drawn up between July and December 2022 in collaboration with RAMU stakeholders and associations of workers in the informal economy. Three major stages were completed with the project's technical assistance: drafting of the strategy document, presentation to the monitoring committee and approval by social protection specialists. This national strategy, which will remove the barriers to access to the RAMU for workers in the informal economy and those living in rural areas, represents an important result for the project. In 2024, the project will focus on disseminating and implementing the national strategy.



National validation workshop on the strategy for extending RAMU coverage to workers in the informal economy, Ouaga, 18 and 19 September 2023.

With technical support from the project, the **CNAMU social marketing strategy** was drafted and validated on 20 and 21 September 2023, with the aim of gaining support from potential beneficiaries and mobilizing the stakeholders implementing the RAMU. The validation involved all of the latter as well as communication specialists and marked the end of a process begun under phase 1 of the project. The strategy document was produced between July and December 2022, again in collaboration with RAMU stakeholders. Three major stages were completed: drafting of the report, a technical review of ILO social protection and validation by the national monitoring committee.



Workshop to validate CNAMU's social marketing strategy, Ouaga, 20 and 21 September 2023.

The project has also reinforced the capacities of 70 directors and technical staff of the National Union of Cotton Producers' Cooperative Societies (UNPCB), the National Council for the Informal Economy (CNEI) and the public body responsible for administering social health protection, enabling them to better contribute to the extension of the RAMU for the benefit of their members. The relevant training session, which took place on 28 and 29 November 2023, was conducted in collaboration with the Support Network for Health Mutuals (RAMS) and the UNPCB. It allowed to present the future establishment of a national mutual insurance scheme for cotton growers and their families. Such a future national mutual health organization, together with the UNPCB and the CNEI, are regarded as the key stakeholders in facilitating the extension of the RAMU to workers in the informal economy and the rural zone, as well as in implementing automatic collection of the contributions needed to finance the scheme.

Article published by the CNAMU:

https://m.facebook.com/story.php?story_fbid=pfbid0xPTKvUpxyHHhhtxUB6FPbVGbkBGqFqESB6BaXZCtWFMAkZZFnKVPDgF6XwQt1Edl&id=100093161049759&mibextid=Nif5oz

OUTPUTS: Overall delivery assessment ¹			
<input type="checkbox"/>	Highly satisfactory Implementation of almost all (>80%) outputs is on schedule as envisaged in the implementation plan and almost all (>80%) indicator milestones have been met.	<input checked="" type="checkbox"/>	Satisfactory Implementation of the majority (60-80%) of outputs is on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones have been met.
<input type="checkbox"/>	Unsatisfactory Some (40-60%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only some (40-60%) indicator milestones have been met.	<input type="checkbox"/>	Very unsatisfactory Few (<40%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only a few (<40%) indicator milestones have been met.

¹ This is a self-assessment.

Summary of Outcome(s)

OUTCOME ACHIEVEMENT ²				
Indicator	Baseline (Before project start)	Indicator Milestone (compare planned against actual)	Target (end-of-project goal)	Immediate Outcome Summary
Outcome 1: The institutional and technical architecture of the Universal Health Insurance scheme is operational and facilitates the extension of health coverage to workers in the informal economy and their families				
Number of persons effectively covered by the RAMU (SDG 1.3.1)	Not available	66 572	500 000	On track: most milestones achieved
Number of decrees defining the technical parameters for implementation of the RAMU drafted with the project support, validated by social partners and adopted by the Council of Ministers	2	7	10	
The contractual framework between RAMU management bodies and healthcare providers is finalised and implemented	0	Ongoing: draft agreements currently being drawn up	20	
The national strategy for extending the RAMU to workers in the informal economy is drafted and validated	0	1	1	
Number of persons from social health protection agencies/ governments/ employers'/ workers' organizations and other relevant partners trained	Not available	95	200	

² On the basis of a monitoring and evaluation plan.

OUTCOME ACHIEVEMENT ²				
Indicator	Baseline (Before project start)	Indicator Milestone (compare planned against actual)	Target (end-of-project goal)	Immediate Outcome Summary
RAMU implementation agreements are established between the CNAMU and Mutual health organizations and other institutions involved in extending social health protection coverage to workers in the informal economy	0	Ongoing: agreements currently being drafted	10	On track: most milestones achieved
Sustainable financing mechanisms of the RAMU are identified based on the actuarial study and endorsed by tripartite constituents	2017 RAMU funding study report available. No actuarial model or database available.	On going: Actuarial study being carried out in accordance with the ILO Health tool	1 document identifying sustainable financing mechanisms of the RAMU	
A CNAMU social marketing strategy is drafted and adopted	0	1	1	
Number of persons reached by awareness-raising and training sessions as a result of the CNAMU social marketing strategy	0	70	150	
An OpenIMIS health insurance information system is deployed	No information system available	Ongoing. Modules (registration, contributions and benefits) under development	OpenIMIS health insurance information system deployed	

► Gender and non-discrimination

Most of the project's activities concern the building of the national health insurance scheme and relations between the stakeholders around the National Health Insurance Fund. As the RAMU is universal, it covers all sectors of the population, including vulnerable groups (e.g. the poor, children, older persons and persons with disabilities). Similarly, the transfer of the scheme on Free healthcare for pregnant women and children aged under five from the Ministry of Health to the RAMU will be one of the project's key actions in 2024. The transfer will enable the CNAMU to cover nearly 30 per cent of the target group for this free healthcare scheme.

All the reports on project activities incorporate gender-related indicators.

3. Collaboration and partnerships

The project has approached other external partners involved in health financing, and more specifically in supporting health insurance, with a view to coordinating support for the extension of the RAMU. To this end, on 8 November 2023 the project staff had an initial meeting with the **NGO Plurielles**, with the aim of providing joint support for the development of social mutuals. A second meeting is scheduled for December 2023 to identify the key actions for 2024.

As mentioned earlier, in November 2023 a capacity-building action on social health protection was carried out jointly by the RAMS, the UNPCB and the CNEI. The project also collaborated with the ILO project on Strengthening Governance of Labour Migration in the Agricultural and Domestic Work Sectors (AGRIDOM), financed by the Swiss Development Cooperation (SDC), to conduct two capacity-building interventions. These two training sessions aimed to raise awareness among members of the Advisory Committee on International Labour Standards (ACILS) and labour inspectors and monitors of the need to protect the rights of migrant workers and promote dialogue on labour migration. During the two sessions, which brought together nearly 60 participants, the module on **Access to social protection for workers in the informal economy, including migrant workers**, was presented. A contribution was also made to the module on **International labour standards relevant to the protection of migrant workers' rights and their ratification processes**.

At the level of the United Nations system, the project's activities are taken into account in the "Prosperity" pillar of the Burkina Faso Action Plan for Sustainable Development (UNIDAP) and are included in the UNINFO platform.

An initial session of the **National Tripartite Project Monitoring Committee** was held on 8 July 2023 with the support of the Ministry for the Civil Service, Labour and Social Protection and the Universal Health Insurance Fund. At this session, held prior to the launch of the project, the achievements of phase 1 were presented and the project document and work plan for phase 2 approved. This meeting also provided an opportunity to track the progress made and to suggest adjustments to compensate for delays in certain activities and in order to meet the project timetable. The meeting was attended by representatives of the Belgian Embassy, which expressed its satisfaction with the results of phase 1 and its hope for a higher level of achievement and participation in phase 2. The Embassy also reaffirmed the willingness of the Kingdom of Belgium to continue supporting the project's implementation. The committee emphasized the need to build the capacity of stakeholders and update the list of its members.



Session of the Project Monitoring Committee, Ouagadougou, 8 July 2023.

In August 2023, the Minister for Social Protection replaced certain members of the **Tripartite Project Monitoring Committee**. This led to the appointment of representatives of the Ministry of Health and Social Protection. Since these changes were made (August-November 2023) the committee has held several meetings focusing on the recognition of mutual organizations, reporting and 2024 planning. In 2023, the committee was represented in all activities carried out by the project, thus ensuring close monitoring. Regular updates on the implementation of activities have been provided to committee members via a special committee webpage.

In parallel with this committee, regular consultations were held between the project team and the CNAMU, the DGPS and the Directorate-General for Sectoral Studies and Statistics (DGEES) to ensure that project actions meet the needs of the CNAMU and the other RAMU stakeholders as a matter of priority. This has also enabled close and regular monitoring of project implementation.

The project's **communication and visibility** component has promoted the sessions of its tripartite monitoring committee as well as the official the project's launch, and validation and consultation workshops. In 2023, twenty-two news items were drafted and published on the websites and Facebook pages of the Ministry for the Civil Service, Labour and Social Protection and its media partner, Faso.net, the Facebook page and website of the CNAMU and other project implementation partners, and on the website of the ILO country office in Abidjan.

Phase 2 of the project was launched on 28 August 2023 in Ouagadougou at an official ceremony chaired by the Minister of Labour and Social Protection and attended by the donor's representative and the Director of the Abidjan Country Office. The aim of the event was to officially present to stakeholders and the public the main achievements of phase 1, financed by the Kingdom of Belgium from 2020 to 2022, and to officially launch phase 2 of the project.



Opening session at the project launch: From left to right (Ms Marie-Goretti Nyirarukundo, Head of Cooperation and representative of the Belgian Ambassador to Burkina Faso; Mr Bassolma BAZIÉ, Minister of State, Minister for the Civil Service, Labour and Social Protection; Mr Frédéric LAPEYRE, Director of the ILO/Abidjan Country Office).



Family photo at the launch of the project, Ouagadougou, 28 August 2023.



Participants at the project launch ceremony, Ouagadougou, 28 August 2023.

National press publications on the launch of the project:

- <https://www.facebook.com/100069367022538/posts/pfbid03jEj7F3pnecs2dmZlnkqXFuJdvGj9YXoybhngSQKyxXPEFVH3ogNWBzexDKuUC5UI/?mibextid=Nif5oz>
- <https://burkina24.com/2023/08/28/burkina-faso-lancement-de-la-phase-2-du-projet-batir-des-socles-de-protection-sociale-pour-tous/>
- <https://www.aib.media/burkina-pres-de-2-milliards-de-fcfa-seront-investi-dans-lassurance-maladie-universelle-des-travailleurs/>
- <https://www.latribunedufaso.net/?p=8910>
- Putting universal health insurance into practice - YouTube
<https://m.youtube.com/watch?v=ma15rENeCi0>

The **social partners** are members of the project monitoring committee, in the capacity of first and second vice-chairmen. They are thus kept regularly informed about project implementation and take part in most of its activities, either directly as participants or in a consultative capacity. They were invited to, and took part in, the five activities carried out in 2023. Likewise, project staff also took part in activities organized by some of the social partners. These included two workshops held by the INSPIR network, of which the CSB and the CNTB are members. One of these activities concerned “The financing of social protection in Burkina Faso” and was held on 17 and 18 November 2023. The project was also a party to various consultations held between the CNAMU and the social partners on the financing of the RAMU.

4. Main problems and corrective measures

The main difficulties encountered by the project in Burkina Faso were as follows:

- Administrative red tape at government level, which made it difficult to implement activities on time.
- The slowness in implementing the operational timetable for the RAMU affected the time scales for carrying out certain activities.
- The limited availability of certain national stakeholders, who were often involved in other meetings and workshops, especially in the second half of the year.

To mitigate the effects of the delays caused by these difficulties, the project work plan and activities were regularly adjusted. The continuous implementation of activities was made possible by increasing mobilization through the tripartite monitoring committee and the Ministry in charge of social protection.

5. Summary and outlook

The activities scheduled for 2023 in Burkina Faso were launched, but the time taken to deliver the expected activities and results has been longer than expected. The products made available were the five decrees on RAMU implementation adopted by the Council of Ministers and the proposed contribution rates for the RAMU obtained from the social partners as a follow-up to the consultations begun after the workshop on financing the scheme. The RAMU extension strategy and CNAMU's social marketing strategy were validated in 2023 and provide useful operational tools for implementing the scheme. As regards the actuarial study, the data collection committee was set up and began its work. The ILO Health model was configured and the matrices resized. This made it possible to design the data collection tools in accordance with the requirements of ILO Health and the availability of data at national level.