



Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 08-Oct-2020 | Report No: PIDC29271

**BASIC INFORMATION****A. Basic Project Data**

Country Western Africa	Project ID P173830	Parent Project ID (if any)	Project Name Community-Based Recovery and Stabilization Project for the Sahel (P173830)
Region AFRICA WEST	Estimated Appraisal Date Jan 29, 2021	Estimated Board Date Mar 29, 2021	Practice Area (Lead) Social Sustainability & Inclusion
Financing Instrument Investment Project Financing	Borrower(s) Republic of Niger - Ministry of Finance, Burkina Faso - Ministry of Economy, Finance and Development	Implementing Agency PIU in Burkina Faso (will build upon existing project PIU - TBC), Executive Secretariat for the SDS Sahel Niger (SE/SDS Sahel-Niger) - TBC, Regional Organization (ECOWAS - TBC)	

Proposed Development Objective(s)

The development objective of this project is to contribute to the recovery of communities in target areas of the Liptako-Gourma Region of Burkina Faso and Niger through a regional approach supporting (i) integrated socio-economic services and infrastructure, (ii) livelihoods and territorial development, and (iii) regional data and coordination.

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

Total Project Cost	252.50
Total Financing	252.50
of which IBRD/IDA	252.50
Financing Gap	0.00

DETAILS**World Bank Group Financing**

International Development Association (IDA)	252.50
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IDA Credit	252.50
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Environmental and Social Risk Classification

High

Concept Review Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **The Liptako-Gourma area has long seen the highest poverty levels within the Sahel Region, which is already one of the poorest parts of the world.** In Niger, the region of Tillabéri recorded a poverty incidence of 56 percent in 2011, higher than the national average of 48.2 percent. In Burkina Faso, the Sahel region is country's second poorest region with a poverty incidence which is 21 percent higher than the national average of 40 percent. Compared with Mali's national average incidence of poverty (at 40 percent), the proportion of poor people in the population in 2018 was significantly higher in Mopti (around 58 percent - 62 percent) as well as in Meneka and Gao (about 49 percent - 57 percent).¹ The poverty rate is estimated at 70.4 percent in the Northern region.² More than 80 percent of the over 17 million people residing in the region live in rural areas³, where livelihoods are mainly concentrated around farming and herding. Consistent across the three countries, the poverty rate in the Liptako-Gourma region is significantly higher in rural areas than in urban areas.⁴

Box 1: Geographical coverage of the Liptako-Gourma Region

The Liptako-Gourma region is located in a transboundary zone between Burkina Faso, Mali and Niger. There are various geographic definitions of which regions are considered part of the Liptako-Gourma Region. According to the Liptako-Gourma Authority (LGA), the Liptako-Gourma region covers administratively the following regions: In Burkina Faso, it covers eight regions, including the Centre (Ouagadougou), Centre-East (Tenkodogo), Centre-South (Manga), Centre-North (Kaya), East (Fada N'Gourma), Central Plateau (Ziniaré), North (Ouahigouya) and Sahel (Dori) regions. In Mali, it covers four regions: 5th Region (Mopti), 6th Region (Timbuktu), 7th Region (Gao) and 8th Region (Kidal). In Niger, it covers two regions and one urban community: Region of Tillabéri (Tillabéri), Region of Dosso (Dosso). Within this Liptako-Gourma region, the project will focus on the following regions: Mopti, Gao and Meneka in Mali, Sahel, Centre-Nord and Nord in Burkina Faso, and Tillabéri in Niger (see map 1 on p. 10).

¹ Mali: *Cartographie Nexus humanitaire et développement*, United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), 2018

² The team has not yet found recent poverty data for the Centre-North and East regions in Burkina Faso; however, according to data from the *Tableau de bord social du Burkina Faso* of the *Institut national de la statistique et de la démographie* (INSD) from 2017, more than 60 percent of the poor of Burkina Faso are concentrated in the North, Boucle du Mouhoun, Centre-North and East regions.

³ Autorite de developpement integre des etats du Liptako-Gourma (ALG) presentation (08/03/2019) in ACAPS (22 March 2019) Briefing note – Conflict and displacement in Mali, Niger and Burkina Faso.

⁴ Rapport d'enquête multisectorielle continue, Institut National de la Statistique et de la Démographie du Burkina Faso, 2015.



2. **Since 2012, the Liptako-Gourma region has been plagued by challenges that are interlinked and multidimensional.** This includes the deterioration of the security situation, structural economic and social vulnerabilities, as well as climate-related risks. These challenges have resulted in massive humanitarian needs and large-scale displacement. 5.5 million people in Burkina Faso, Mali and Niger are estimated to be in a situation of severe acute food insecurity between June and August 2020, including 2.1 million in the Liptako-Gourma region. Within the Liptako-Gourma region (from March to May 2020), the distribution is as follows: 696,827 people in the Burkina Faso, 812,958 people in Mali and 556,646 people in Niger.⁵ The Liptako-Gourma region also hosts both refugees and internally displaced people (IDPs). As of July 2020, 1,454,923 individuals have been displaced. This includes 1,349,405 IDPs (93 percent of the displaced population) and 105,518 refugees (7 percent). 69 percent of the displaced population (998,160 individuals) were located in Burkina Faso, 18 percent in Mali (258,370 individuals) and 13 percent in Niger (198,393 individuals).⁶ More recently, the COVID-19 pandemic has led to significant and potentially long-lasting public health and economic impacts. COVID-19-related movement restrictions across the three countries, including border closures, are also expected to substantially impact cross-border dynamics, migration and food security.

3. **Fragility dynamics in the Liptako-Gourma region share significant commonalities across the three countries.** Drivers of fragility, vulnerabilities and risks are anchored in local dynamics, with context-specific dimensions, and may vary across communes, regions and national boundaries. Nonetheless, fragility dynamics do not act in isolation, but are highly interdependent, interacting across national borders. Thus, fragility risks across the three countries in the Liptako-Gourma area present some commonalities due to shared regional dimensions and characteristics: (i) the transnational nature of the insecurity crisis which has significant cross-border spill-over effects (like forced displacement); (ii) strong cultural, linguistic and familial linkages, porosity of borders, highly mobile population living in the border regions, closely-knit trade relations and dependency on shared natural resources; and (iii) a fragile and vulnerable socio-ecological system, where a high degree of water scarcity is prevalent. This is similar to the broader Sahel region, such that variations in water availability in particular lead to higher risks of conflict. The *Pathways for Peace report*, jointly conducted by the World Bank Group and the United Nations⁷, identifies four “arenas of contestation”, around which conflict takes place. In the Liptako-Gourma region, multiple risks can be found across four “arenas of contestation”. The risks are summarized in the graphic below.

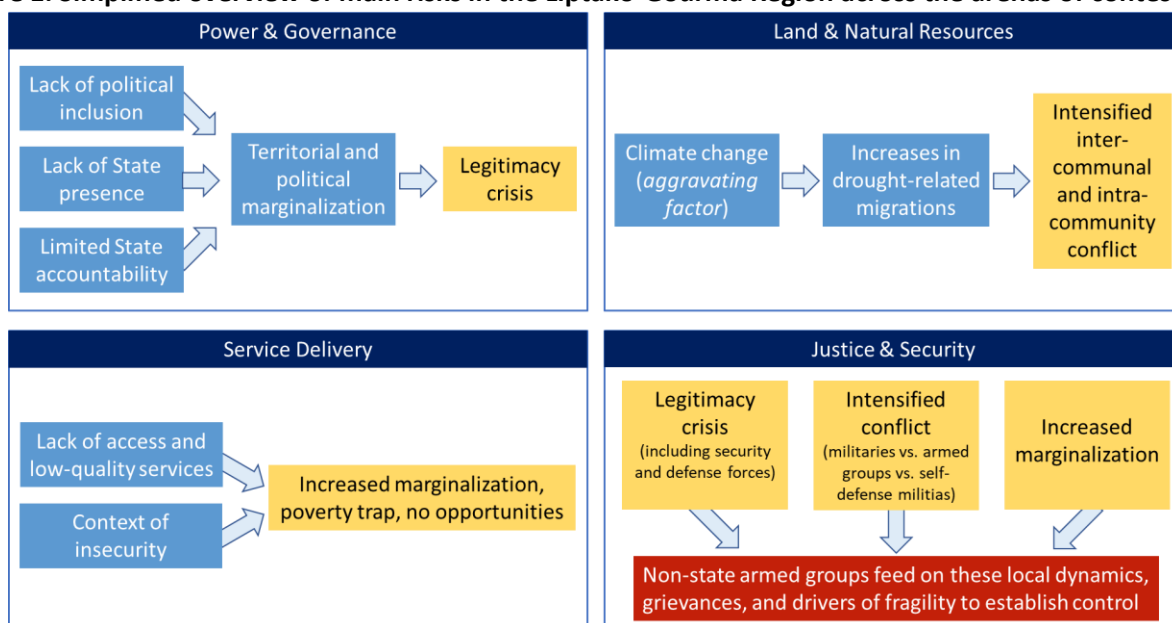
⁵ Food and Agriculture Organization (FAO), Burkina Faso, Mali and Niger, Regional Response Plan April 2020-April 2021.

⁶ Central Sahel and Liptako-Gourma Crisis Monthly Dashboard #7, International Organization for Migration (IOM), 22 July 2020. ([link](#))

⁷ World Bank and United Nations, Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict, 2018.



Figure 1. Simplified overview of main risks in the Liptako-Gourma Region across the arenas of contestation



Sectoral and Institutional Context

4. **Liptako-Gourma region’s multifaceted political, economic and social context calls for a more integrated and holistic regional response in addressing many of the region’s common challenges.**⁸ The Sahel countries’ small size and fragmented domestic markets have led to various diseconomies of scale which have pulled down the economic potential of the entire region. Furthermore, in all three Sahelian countries, especially the Liptako-Gourma region, the resource bases are far removed from where the markets are. This underscores the need to seek regional solutions to some of these regional challenges. A collective response to these common challenges can be achieved through the generation of regional public goods. This will boost national development agendas and create widespread positive physical and policy spillovers across borders, beyond the usual connectivity infrastructure. Common decision making will not only help internalize the spillovers, but also paves the way for the adoption of national policies that may not otherwise occur without a structured external anchor. Furthermore, a coordinated regional response can help enhance cross-border market access (for goods and services), as well as regional knowledge sharing and partnerships. It will also promote regional economic interdependence and integration through good governance and the implementation of shared standards and policy regimes. Additionally, climate change, peace and security challenges that transcend borders, if addressed collectively, can support the efficient allocation of resources and strengthen sustainability.

5. **The G5 Sahel was formed in 2014, as an intergovernmental partnership among Burkina Faso, Chad, Mali, Mauritania, and Niger.** The G5 countries are members of several regional economic communities with overlapping political, economic and monetary mandates. Burkina Faso, Niger and Mali are members of the West African Economic and Monetary Union (WAEMU) and Economic Community of West African States (ECOWAS); while Chad is a member of the Economic and Monetary Community of Central Africa (CEMAC). Nonetheless, this patchwork of existing regional institutional outfits did little to facilitate a coherent regional response to the

⁸ Concept Note, Sahel Regional Integration Memorandum (P172652)



region's shared challenges. Nevertheless, the G5 Sahel subsequently launched a Joint Force in 2017, stepping up its military presence and deploying troops in conflict areas. Thereby, signaling an important step toward greater regional cooperation and security. This has however, to some extent, crowded out the non-security expenditure, which would otherwise have been spent on improving governance, engaging communities, investing in development and fostering social cohesion. This has also risked reinforcing a tendency to narrowly seek military solutions in combatting the region's security challenges. Since February 2020, the new G5 Mauritanian presidency has announced its commitment to development to counterbalance this security-centered approach. The main challenge is the Permanent Secretariat's low capacity, lack of coordination and weak implementation mechanisms. The building of trust within its country members is a key element in ensuring its performance.

6. **To respond to the dual challenges of security and development, humanitarian agencies are working with Sahelian States and development actors.** Given the extensive scope of the needs and the multiplicity of challenges, no single agency can address them alone. Since the United Nations (UN) General Assembly in September 2013, the international community has adopted an integrated strategy for the Sahel, emphasizing that humanitarian needs cannot be addressed in isolation from security considerations and development efforts. In order to provide an ambitious, yet appropriate and effective response to the challenges faced by the Sahelian countries; Germany, France and the European Union (EU) launched the "Sahel Alliance" in July 2017. The World Bank, the African Development Bank, the United Nations Development Program and others, joined soon after. The Sahel Alliance now includes all G7 countries.⁹ Its board is currently chaired by the Spanish Minister of Foreign Affairs, while the Secretariat is in Brussels and funded by Germany and the EU. The Sahel Alliance operates in increasing collaboration with the G5-Sahel countries. It is fostering a more focused and coordinated manner of working among development partners. Its members have developed a core operating framework. This includes a pipeline of 570 projects totaling almost USD 11 billion (including USD 6.7 billion from IDA) and 12 flagship programs that showcase how the Sahel Alliance is charting new ways for partners to engage in fragile, conflict and violent environments. Targeting vulnerable populations, these flagship programs use an integrated spatial and multi-sectorial approach, aimed at achieving rapid results to stabilize regions where security has been recently restored. Their "prototype" has been designed by the World Bank in Konna (Central Mali). The members recently agreed on implementing this integrated multisectoral approach in a systematic way, prioritizing areas through close field coordination.

7. **Existing projects supported by partners in the Sahel region, that include the Liptako-Gourma region, tend to focus on sectoral approaches.** These interventions are primarily linked to: (i) agriculture, livestock, rural development and food security; (ii) water supply and sanitation; (iii) decentralization and basic services; (iv) domestic security; (v) education and youth employment; (vi) energy and climate; and (vii) governance. Many partners are working in the region. The Sahel Alliance is planning to finance and coordinate over 730 projects (11 billion euros) by 2022 for the G5 countries, covering demographic, security, social and economic areas. The G5 Sahel drew up a Priority Investment Programme (PIP) in 2014, featuring 40 regional projects, for a total cost of 2.4 billion euros. Most PIP projects target Sahel border areas. While most projects are national in scope, some partners are financing regional projects that only focus on the Liptako-Gourma. The French Development Agency (AFD) is financing a three borders project, aiming to contribute to the stabilization of the Liptako-Gourma area by supporting its socio-economic development and ensuring greater social cohesion between communities in Burkina Faso, Mali and Niger. The project focuses on promoting social cohesion, strengthening local government

⁹ Canada, France, Germany, Italy, Japan, the United Kingdom and the United States.



capacity and rehabilitating basic infrastructure. The United States Agency for International Development (USAID) is also financing a resilience and economic growth project, which focuses on boosting short term income and training opportunities. The European Union finances a program aimed at supporting the stabilization of the region, by promoting social cohesion and rehabilitating basic infrastructure. Moreover, the UN has three main programs focusing on border management for stability and human security.

8. Regarding investment decisions, there is a need for both bottom-up and regional approaches to simultaneously address emergency needs, heightened pressures from forced displacement, territorial development and regional monitoring needs. Existing World Bank projects in the Liptako-Gourma Region primarily focus on sectoral approaches linked to infrastructure, livestock and human development. This includes providing a wide range of support services, like cash transfers, livelihood, and labor-intensive public works, etc. An initial mapping of World Bank's responses in the Liptako-Gourma Region (Burkina Faso, Mali and Niger) has showed that the total amount of active World Bank activities in the region is estimated to be over USD 3 billion. However, the Bank's response to a regional crisis has been predominantly nationally based. Thus, the types of intervention and level of implementation across different countries have been uncoordinated, posing limits on curbing the transnational dimensions of the driving factors of conflict. There is also a deficit of cross-border dialogues and regional harmonization. Hence, given the region's investment needs and the regional dimension of the crisis, there is considerable scope for the World Bank to scale up development support to the Region - through a regionally coordinated approach to tap on potential regional synergies. Thus, there is a need for the World Bank to employ bottom-up and regional approaches concomitantly to (i) address emergency needs in the most remote communities (e.g. to provide basic livelihood and service access) as part of post-crisis recovery; (ii) consolidate support to local communities and weakened institutions, experiencing heightened pressures from the influx of displaced populations; (iii) support territorial development, focusing on structuring investments which can have cross border spill-over effects; and (iv) establish regional data and monitoring mechanisms promoting regional stability.

9. There is also considerable scope to exploit synergies with other national and regional World Bank activities in the target areas. This is particularly true in the development of livelihood and value chain activities to strengthen resilience of households, families, communities and systems to withstand and respond effectively to shocks, as well as to recover from and adapt to these shocks in a sustainable manner. For example, in shared recognition of the regional and multi-dimensional nature of climate change-related vulnerability, the West Africa Food System Resilience Program (P172769) will support investments in resilience of agro-sylvo-pastoral production systems allowing small and medium producers to sustainably meet their nutritional needs and potentially raise incomes from the sale of surpluses in local and regional markets. There may also be scope to explore linkages in agricultural value chain development as and where targeting allows. Moreover, in light of the complex operating environments for World Bank-supported projects in the Sahel, it would be opportune to promote sharing of operational learning on effective implementation modalities that can help improve resilience to climate and FCV risks. This includes bridging the gap between the local, sub-national and national levels, as well as building and sustaining bottom-up, community-level dialogue to (i) address the underlying community vulnerabilities; (ii) emphasize socially inclusive approaches; and (iii) empower vulnerable populations (such as women and youth) to foster communities' resilience to climate and FCV risks at the local level. Such an initiative can draw on the recent experiences of a pilot Local Development Disaster Risk Management (DRM)/FCV Risk Identification and Response Tool developed in Guinea. The pilot uses participatory scenario development, which



is integrated into an IDA operation, and is currently being deployed in the Lake Chad Regional Recovery and Development Project (P161706).

Relationship to CPF

10. The project's objectives are in clear consistency with the *Country Partnership Frameworks (CPF)* for Burkina Faso and Niger:

- **Burkina Faso:** The three focus areas for FY18-22¹⁰ are to: (i) accelerate sustainable private sector-led growth for job creation; (ii) invest in human capital and social protection systems and (iii) strengthen governance and support citizen engagement. The proposed project will contribute towards all three focus areas, particularly in supporting community skills development and livelihoods through territorial planning and linking with economic infrastructure.
- **Niger:** The three areas of focus for FY18-22¹¹ are: (i) increased rural productivity and incomes; (ii) improved human capital and social protection; and (iii) better governance for jobs, service delivery and growth. The proposed project is consistent with all three areas as it supports high-value agriculture and value chain development, strengthens local service delivery and provides immediate crisis response for forced displacement (e.g. basic necessity needs kits).

11. **The project is well-aligned with the World Bank's strategy for Africa.** The proposed project contributes to the *2019 Accelerating Poverty Reduction in Africa*¹², especially the third primary area for policy action on mitigating fragility. By boosting regional data and monitoring and strengthening local capacities for natural resource management, the project will also support the *Africa Climate Business Plan Third Implementation Progress Report & Forward Look*¹³ strategic directions for (i) scaled-up and transformational investments in key sectors and areas (including investing in human and social capital); and (ii) harnessing innovation, technology, and knowledge to drive resilience. The proposed project's regional approach is also fully consistent with the overarching goal and strategic pillars of the *Supporting Africa's Transformation: Regional Integration and Cooperation Assistance Strategy (FY18-FY23)*¹⁴, particularly strategic priority 4 to promote collective action to address risks of regional economic contagion, fragility, epidemic and climate hot spots. Sub-objective 4.3 also aims to provide support to communities affected by regional forced displacement and help countries to deal with underlying conflict prevention measures. The proposed project will contribute to these objectives by supporting recovery and stabilization in crisis-affected areas, including the collection and monitoring of regional data on FCV drivers. Moreover, the project is closely aligned with the IDA19 commitment to the Sahel to (i) scale-up regional approaches to fragility in areas affected by forced displacement; as well as (ii) address drivers of fragility by working to prevent conflict, promote stability and growth, and support rehabilitation and resilience.¹⁵ By understanding and targeting interventions to sources of FCV risks, the proposed project is also clearly in line with the four strategic pillars in the *World Bank's Strategy for Fragility Conflict and Violence (FCV) 2020-2025*¹⁶: (i)

¹⁰ Report No. 123712- BF.

¹¹ Report No. 123736-NE.

¹² Report No. 142488.

¹³ Report No. 132749.

¹⁴ Report No. 146551. This strategy is currently being updated with strong emphasis on hot spots including the Sahel Region and also on the topic of resilience.

¹⁵ Report No. 146261

¹⁶ Report No. 121912.



preventing violent conflict and interpersonal violence; (ii) remaining engaged during conflict and crisis situations; (iii) helping countries transition out of fragility and (iv) mitigating the spillovers of FCV.

12. **The project is also in line with the World Bank's priorities in the Sahel Region.** The project is consistent with the strategic recommendations of *Sahel Regional Risk and Resilience Assessment 2019* which include: (i) putting the preventive approach at the heart of their action; (ii) putting citizens, including the most marginalized, at the heart of the approach; (iii) involving local institutions, as part of the frontline - to support emergency and stabilization operations; and (iv) building a sustainable system of monitoring and dialogue on the risks of conflicts, amongst others. The project also supports a regional approach espoused by the *2014 Forced Displacement of and Potential Solutions for IDPs and Refugees in the Sahel* in tackling the development challenges for displaced persons through service delivery and livelihoods recovery. Furthermore, at the national level, the proposed project coincides with the strategic goals under the Prevention and Resilience Allocation (PRA) IDA19 Action Plan for Niger¹⁷, as well as the PRA strategy to consolidate peace and social cohesion in Burkina Faso¹⁸.

13. **Furthermore, the proposed project is strongly aligned with strategies developed by other international and regional institutions.** The project is aligned with the African Union (AU) Strategy for the Sahel Region adopted in 2014, which is centered on three main pillars: governance, security and development. The AU also established the AU Mission for Mali and the Sahel (MISAHEL), with the mandate to implement the 2014 Sahel strategy and played a critical role in the implementation of the 2000 Algiers peace agreement. The project is also fully consistent with ECOWAS Sahel Strategy 2016-2020, which aims among others, to consolidate regional responses for long-term development and address stability challenges in the Sahel-Saharan zone, while at the same time promoting strong political dialogue with both North and Central Africa. The project will also ensure its alignment with the new ECOWAS Sahel Strategy for 2020-2025, which is currently under preparation. Finally, the proposed project is in full alignment with the United Nations Integrated Strategy for the Sahel (UNISS), which aims at providing an integrated response to peacebuilding and sustaining peace in the Sahel, as well as scaling up efforts to accelerate shared prosperity and lasting peace in the region. The Support Plan, covering the period 2018-2030, identifies priorities to achieve the 2030 Agenda for Sustainable Development and the African Union Agenda 2063, mainly (i) cross-border cooperation; (ii) prevention and sustaining peace; (iii) inclusive growth; (iv) climate action; (v) renewable energy; and (vi) women and youth empowerment.

C. Proposed Development Objective(s)

14. The development objective of this project is to contribute to the recovery of communities in target areas of the Liptako-Gourma Region of Burkina Faso and Niger through a regional approach supporting (i) integrated socio-economic services and infrastructure, (ii) livelihoods and territorial development, and (iii) regional data and coordination.

15. This project is being processed as the first project in a Series of Projects (SOP). A SOP approach is chosen as the countries in the Liptako-Gourma Region (participating countries Burkina Faso and Niger and future participants, like Mali) are contending with similar drivers of fragility and common regional underdevelopment challenges, related to conflict, climate fragility and displacement, that spill over country boundaries. The SOP

¹⁷ The Action Plan is forthcoming.

¹⁸ The strategy is forthcoming.



approach also incentivizes the building of long-term commitment and sustained engagement required to systematically deepen regional coordination, harmonize policies and create regional public goods – in supporting the SOP’s overall program objective of the region’s stabilization and recovery.

16. This first proposed project of the SOP – covering Burkina Faso and Niger – will focus on immediate crisis response, transitional support toward stabilization and territorial development. It will also build the structural foundations for future regional programming (e.g. through the regional data and coordination platform), which will strengthen regional coordination and monitoring, as well as enhance the regional dialogue capacity of countries in the Liptako-Gourma Region. The second project in this SOP would build on the implementation experience and learning from the first phase, to expand and intensify interventions and regional dialogue to another country in the Liptako-Gourma region - Mali. In view of Mali’s political instability and the recent coup d’état in August 2020, the SOP also offers the flexibility to accommodate evolving political realities for Mali to opt in at a later date as the second project in the SOP - according to its needs, pace and specific requirements. The main requirement for countries to participate in the SOP is that they share similar fragility drivers and regional challenges.

17. The volatile security and political situation in the Liptako-Gourma region also reinforces the choice of the SOP approach (over a multi-phased programmatic approach), as there may be more uncertainties and risks in securing program outcomes over the long-term due to the rapidly changing ground situation. Thus, having a series of stand-alone projects will accord the team greater flexibility to reassess and better accommodate to the fluid specific circumstances and issues at stake.

Key Results (From PCN)

18. The following PDO indicators will be considered and refined during project preparation:
- Beneficiaries in project target areas provided with improved access to socio-economic services, including in water supply, sanitation, and socio-economic community infrastructure (number);
 - Number of beneficiaries of agricultural livelihood support who report an increased quality and/or quantity of the respective product (of which 50 percent are women) (Number);
 - Increased access to development information and data on the Liptako-Gourma Region (Percentage);
 - Community and local institution cross-border coordination enhancement through increase in shared data (for example, number of regional data set shared through the platform, joint analysis and number of meetings hold in the framework of the regional collaboration and coordination platform,¹⁹ exploring options to measure perceptions of insecurity in locations where the activities are implemented);
 - Hectares in project area covered by effective agricultural, land and water management practices suited to local agro-ecological conditions (Hectare); and
 - Percentage of beneficiaries from the two countries that feel project investments reflected their needs (of which 50 percent are women) (Percentage).

D. Concept Description

¹⁹ The exact definition of this indicator and measurement protocol will be confirmed during project preparation.



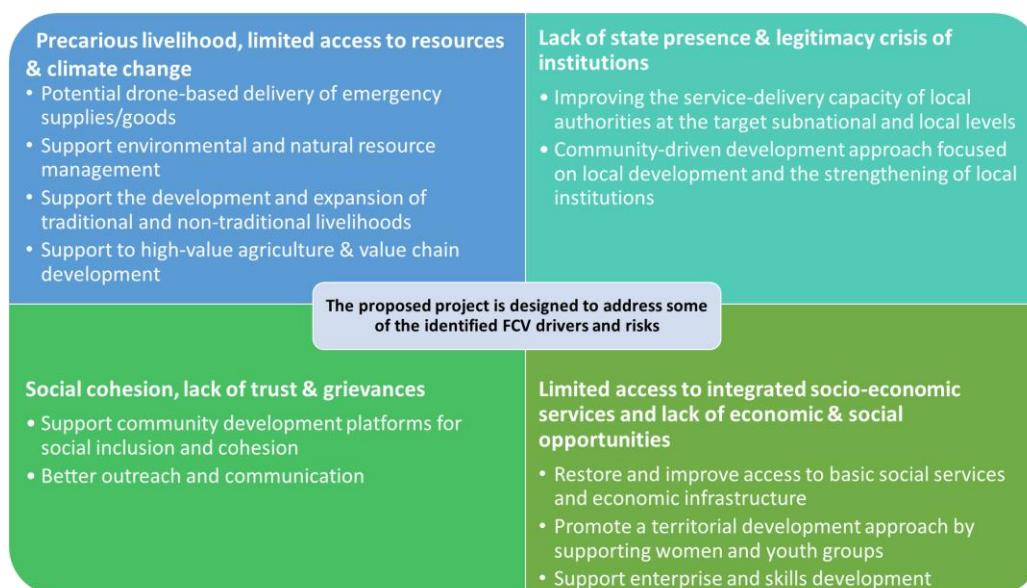
1. Description

19. **The crisis in the Liptako-Gourma region is multidimensional, with deep-rooted structural drivers of fragility and presents an extremely volatile security situation.** Neither a solely security response, nor stand-alone national responses, are sufficient to tackle the challenges in this region. A coordinated regional response is crucial given the regional dimensions to the challenges and the risks and fragility dynamics that reinforce and feed into one another to perpetuate a vicious cycle of fragility, conflict and poverty. The situation also calls for a multifaceted and regional response, which seeks to address some of the underlying FCV drivers that undermine the region's recovery and stability, while fostering closer collaboration between humanitarian, development and security actors.

20. **The proposed project is designed to address some of the identified FCV drivers and risks.** The project aims to tackle a set of risks in each of the four arenas of contestation. In the first arena of *power and governance*: the main risk is the legitimacy crisis, marginalization of the Liptako-Gourma region and lack of inclusiveness of governance systems. The project will hence strengthen local institutions and support community development platforms, in order to restore trust and the social contract between the state and its citizens. In the second arena of *land and natural resources*: climate change-related risks, poor resource management and competition for scarce resources, stressed food production systems and rising food insecurity as well as high demographic growth, have exacerbated the vulnerability of communities. The project will therefore support the development of livelihood activities and value chain development linked with high-value agriculture, while improving environmental and natural resource management and delivering emergency supplies and goods. In particular, high degrees of water scarcity put the region at a higher risk of conflict related to variations in water availability. This suggests a significant role for infrastructure investments in the water sector aimed at reducing the effects of climate variability, such as irrigation and watershed management. In the third arena of *service delivery*: weak access to quality services increase socio-economic inequalities, and therefore grievances. The project will support better access to integrated socio-economic services and infrastructure (particularly water and sanitation), as well as skills development, with a focus on youth and women. Finally, in the arena of *justice and security*: one key issue is the lack of trust of communities towards the justice and security apparatus. The project will mainly support social cohesion and inclusion activities, through better outreach and communication and in close collaboration with humanitarian and development actors that are already working in this region. These are with the objective of giving more voice and agency to citizens, and thereby, contributing towards addressing social grievances, renewing social trust and alleviating conflict.



Figure 3. Main FCV drivers that the project seeks to address



21. **A three-pronged territorial development lens.** The project bridges the gap between humanitarian and development activities. It takes a three-pronged territorial development lens to ensure that the immediate crisis response needs are addressed in the communities that have the highest needs and that are considered part of the conflict affected area. This is while laying the foundation for long-term recovery in the region in the areas that are moderately or/and indirectly affected by the conflict (such as secondary cities with significant numbers of people who are forcibly displaced) and areas that are considered as being part of preventative response (i.e. areas not yet directly and very significantly affected by the conflict).²⁰ The three-pronged territorial development lens therefore comprise three “concentric circles” which are reflected in the different components of this project:

- a) Component 1 will focus on the *immediate crisis response* and prevention of further displacement in targeted crisis affected communes by providing small-scale emergency services, livelihood support and income generating activities, delivery of emergency supplies and goods to crisis affected regions and local level capacity-building, local-level data, citizen engagement and communications.
- b) Component 2 will *lay the foundations towards stabilization and territorial development* through the building of sustainable CDD Platforms for social inclusion and cohesion outcomes that will support access to communities’ social and economic services (particularly water and sanitation services), livelihoods and territorial development interventions, and environmental and natural resource management. It will thus support host communities and forcibly displaced (refugees and IDPs) alike and the local institutions of these communes and mitigate risks related to increased competition for scarce social services, economic opportunities, and natural resources.
- c) Finally, Component 3 will pave the way for future large-scale investments in the region that will support the *long-term stabilization and recovery in the region*. This includes supporting national and regional data and monitoring as well as regional coordination and collaboration with a focus on the Liptako-Gourma Region. The sharing of a consistent and coherent approach by the two countries for the Liptako-Gourma

²⁰ The design of the project, and especially its components 2 and 3 will draw from the successful experience and lessons learned of the Development Response to Displacement Impacts Project in the Horn of Africa (P152822).



region (Burkina Faso and Niger) is expected to accelerate communities' recovery and strengthen their resilience to fragility.

22. **Geographic, sectoral and temporal targeting.** A geographic, sectoral and temporal targeting and prioritization mechanism will be used to ensure that the implementation of project activities is operationally feasible and adapted to the respective zones' specific needs and security situation (“to do what can be done where and when”). These dimensions are as follows:

- a) *Geographic targeting:* Based on multiple prioritization criteria (such as needs assessments, the number of forcibly displaced by communes, poverty levels, security incidents, and climate change shocks) and conflict-sensitive programming, targeted cities and communes within the defined target zone will be chosen for project interventions.
- b) *Sectoral and sub-sectoral selection:* Based on the feasibility of a specific set of activities, given the accessibility and security situation of a commune and in coordination with other World Bank programming and humanitarian and development partner activities to ensure synergy and complementarity.
- c) *A phased approach:* This will be premised on an assessment for operational feasibility, which will be conducted regularly. It will include a security assessment – to be updated regularly – and assessment of institutional and implementation capacities to ensure that activities are implemented when possible and feasible.

23. **Key elements of the project design.** The project will embed essential features to ensure citizen participation in prioritizing developmental needs. This includes livelihoods opportunities to improve self-reliance of communities, as well as activities to promote social cohesion and encourage greater demand for social accountability to foster trust and dialogue between local communities and their local institutions. Citizen engagement mechanisms will be built into the project through (i) ensuring an intensive program of engagement with project stakeholders based on local planning and monitoring of investments; (ii) setting up effective grievance redress and beneficiary feedback mechanisms; (iii) deploying effective strategic communications and public education; and (iv) monitoring environmental and social impacts through annual stakeholder surveys and Third Party Monitoring (TPM). In addition, the project will support the identification of local conflict in its early stages and help set up conflict resolution mechanisms with the aim of restoring trust among community members and promoting inclusion. The project will also use a targeted geographical development approach which combines spatial, social, and security lenses. Targeted social inclusion will be ensured by using specific community-led processes to identify and reach the vulnerable and systematically excluded people, in particular forcibly displaced, young women, women from poorer households (including widows), women with disabilities and youth in general (including at risk youth and youth affected by radicalization and involved in criminal networks). During project preparation, the project will explore innovative citizen engagement approaches already tested in the region, the mobilization of TPM and civil society organizations (CSOs), as well as the use of Information and Communications Technology (ICT) to monitor security risks and other developments.

24. **Focus on simplicity.** While the overall presented project design may seem complex, the project will put an emphasis on selecting investments which will have a simple design and which focus on community interests, capacities and demands. The three-pronged territorial development lens and geographic, sectoral and temporal targeting (as described above) are expected to provide the needed flexibility to implement this project in an environment with a very volatile security situation (i.e. investments will be done where and when possible). In



addition, the implementation arrangements that will be refined during project preparation will also be designed in a way that allow for a quick and effective implementation of the project (e.g. preparation of concrete 18-month action plan following project approval; prioritization of “larger” contracts with implementation partners of a set of activities or sub-components instead of many small contracts, etc.). Furthermore, careful capacity assessments during project preparation will ensure that effective implementation arrangements can be defined and extensive capacity reinforcement activities will be planned and budgeted for (including in the sectors of financial management, procurement, monitoring and evaluation, the preparation of activity plans and budgets, etc.).

25. **Gender mainstreaming.** To address the stark gendered inequalities in the region (e.g. gendered barriers to access information, employment and finance), the project will integrate gender-sensitive interventions into the project’s key components focusing on promoting women and girls’ economic opportunities and fostering their agency and voice. These activities will be adapted to the specific country contexts. In response to gender-based disparities in economic opportunities, the project promotes a multi-faceted approach to empowering women, including the provision of livelihood opportunities and entrepreneurial skills development. Enhancing women’s roles in public life and decision making will be supported by women’s participation in local development committees as well as in the regional platform created under Component 3. Finally, gaps in women’s agency and voice will be addressed through the promotion of prevention and mitigation measures and response mechanisms against sexual exploitation and abuse and sexual harassment (SEA/H). A comprehensive gender analysis, that will be prepared during project preparation, will further guide the operationalization of gender intervention of the project, in particular the identification and concretization of activities focusing on multi-sectoral prevention and response to SEA/H.

26. **Managing and mitigating security risks.** The project will adopt a risk-based approach by (i) defining an acceptable level of residual risk as a function of program criticality (i.e. being explicit about those risks that the project cannot mitigate, but which are acceptable given the urgency and scope of the PDO); (ii) setting up a data/intelligence sharing protocol with MINUSMA, Operation Barkhane, and the G5 Sahel; (iii) setting up or adapting an emergency decision-making procedures together with CMU and Corporate Security; (iv) deploying ICT tools such as remote sensing and GEMS for enhanced supervision and monitoring; (v) exploring supervision options through TPM; (vi) customizing the design of the grievance redress mechanism (GRM) to drivers of insecurity; (vii) planning for a phased deployment in high-risk areas (this will be described in more detail in the PAD and operations manual); (viii) selecting implementing partners with a high degree of access, local acceptance, and knowledge of the local terrain; (ix) considering Third-Party Execution (TPE) as an implementation modality; and (x) ensuring constant media monitoring and stakeholder engagement for reputational risk management. These issues will be covered in the implementation arrangements annex of the PAD, the Project’s operations manual, and the Security Management Plan (SMP) that will be prepared by each client, in accordance with the provisos of the Environmental and Social Framework (ESF). The project will also identify a set of trigger events that will operationalize temporary, long-term, or permanent suspension of activities and these will be included as covenants in the Legal Agreements. As such, security risk identification and management will be feature of Client dialogue throughout the duration of the project.

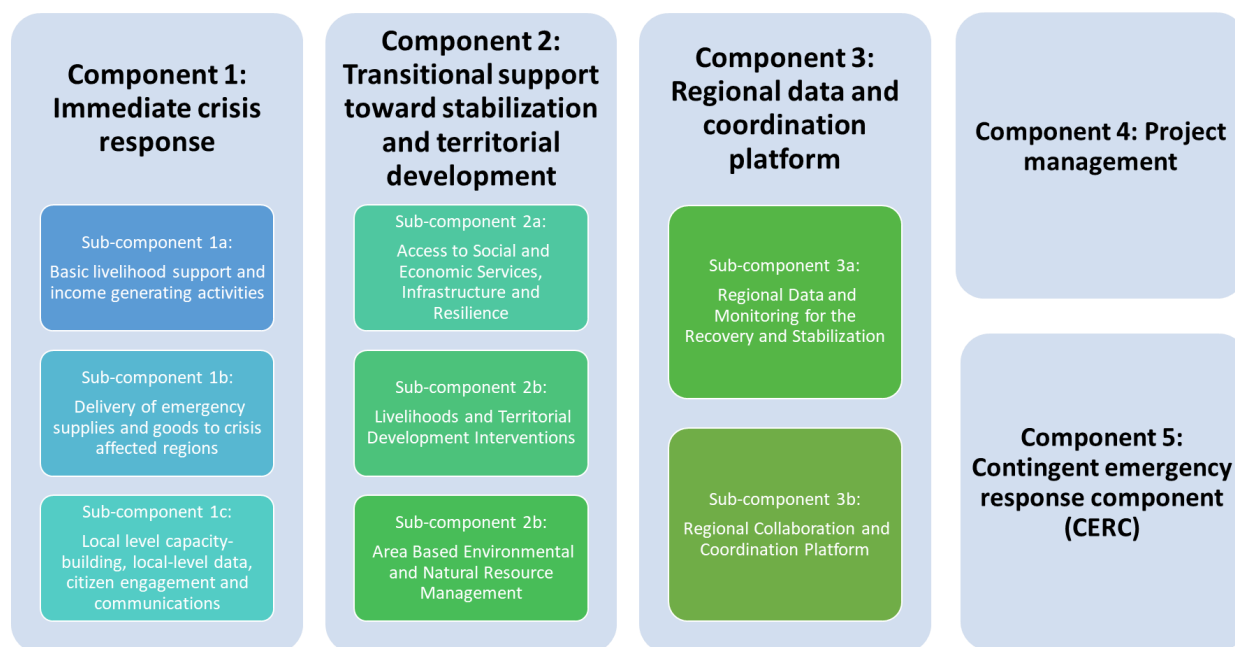
2. Project Components

27. **Component Overview.** The project seeks to provide an immediate crisis response and support the medium-term stabilization and recovery for forcibly displaced (IDPs and refugees) and host communities in the



Liptako-Gourma Region through five components. An overview of the component and sub-components is shown in figure 4 and each of these components is described in more detail below.

Figure 4. Overview of the Project Components and Sub-Components



Component 1: Immediate Crisis Response

28. This component will focus on the immediate crisis response in targeted crisis affected communes. It aims to support communities in their immediate crisis recovery and to prevent further displacement in targeted crisis affected areas. It has three sub-components:

Sub-Component 1a: Basic livelihood support and income generating activities

29. This sub-component will provide immediate restoration of basic livelihood and support beneficiaries' needs for economic resources through targeted short-term employment opportunities (i.e. Labor-Intensive Public Works, LIPW). Activities under this component include:

- Restoring immediate access to productive assets by providing agricultural inputs consisting of, for example, seeds of local staple crops (such as maize, sorghum, beans or peas), fertilizers (such as nitrogen, phosphorus, and potassium and urea) and manual tools;²¹
- Provision of agriculture consultations and short formation courses, including through e-extension services where feasible; and
- Targeted LIPW activities related to soil preservation and small water and sanitation infrastructure to reinforce social cohesion at community level, while supporting mobilization of socially excluded groups and income generation.

²¹ Pesticides will be excluded from these packages.



Sub-Component 1b: Delivery of emergency supplies and goods to crisis-affected regions

30. This sub-component aims to ensure a quick supply of emergency goods to the communes in the areas which are affected by crisis and which have moderate or substantial accessibility constraints. Where needed and feasible, delivery of emergency supplies and other services will be explored – subject to security considerations. This sub-component will be prepared and implemented in close coordination and collaboration with humanitarian and development partners, especially the World Food Program (WFP), the United Nations Office for Project Services (UNOPS), the International Committee of the Red Cross (ICRC) and others. The activities that will be financed under this component and that will be determined further during project preparation are as follow:

- Delivery of community emergency supplies and good, such as medicine, seeds to producer groups/collectives; and
- Provision of basic necessity kits to communities consisting of, for example, essential household supplies like kitchen sets, mosquito nets, plastic mats, blankets, hygiene kits, and other necessities.

Sub-Component 1c: Local level capacity-building, local-level data, citizen engagement and communications

31. This sub-component will (i) support the planning and implementation of activities in crisis-affected regions through local level capacity-building and data; and (ii) finance citizen engagement, communications and sensitization campaigns to strengthen the trust between citizen and the state and promote social cohesion among community members. The activities that will be financed under this component and that will be determined further during project preparation are as follows:

- Improving the service-delivery capacity of local authorities at the target subnational and local levels by financing community and strategic investments as well as capacity-support initiatives;
- Citizen engagement and social cohesion activities focusing on community monitoring and implementation. This could also include support with the elaboration or updating of local development or community emergency plans and SEA/H prevention sensitization sessions;
- Using local governments, local institutions networks and available agencies to support communications and sensitization activities, including through the use of innovative implementation mechanism (such as Amplio Talking Books);
- Supporting ICT innovations for better outreach and monitoring (through geo-localization and macro-data monitoring); and
- If assessed to be feasible, potential drone-based visualization and imaging services will be explored to (i) provide data for the preparation, implementation and monitoring of project activities; (ii) support quick needs and feasibility assessments; and (iii) lay the foundations for medium-term planning in those zones.

Component 2: Transitional support toward stabilization and territorial development

32. This Component will contribute to stabilization and territorial development through the building of sustainable CDD Platforms for social inclusion and cohesion that will support access to communities' social and economic infrastructure and services, livelihoods and territorial development interventions, and environmental and natural resource management. It will support host communities and forcibly displaced (refugees and IDPs) alike and the local institutions of these communes and mitigate risks related to increased competition for scarce social services, economic opportunities, and natural resources. This will be achieved through the CDD Platforms,



as well as piloting and scaling up project interventions, as and when possible. Selecting, prioritizing and implementing of investments will thus follow a CDD approach, focused on local development and the strengthening of local institutions. Sub-projects will be identified through local development planning processes and will focus on tackling regional spillover effects. This includes strengthening natural resource management, access to water and sanitation and other socio-economic community infrastructure, selected value chain livelihood opportunities (stockage platforms, transformation, etc.) and market accessibility (markets, access roads to main arteries of transport, etc.). The regional spillover effect of the localized CDD investments will be maximized through (a) the prioritization of local level activities that are of regional importance and have the potential to have a regional impact in the future (e.g. regional agriculture value chains, focus on local communities resilience across borders, etc.); and (b) the support of a strengthened and coordinated regional dialogue on regional challenges and the development in the Region (see also paragraph 3, the Theory of Change Section and Component 3 description of the PCN).

33. Geographically, this component will focus on communities that - due to the conflict and influx of forcibly displaced people - experience heightened pressures in relation to social and economic services, livelihood opportunities and environmental and natural resource management. Emphasis will be placed on local territorial development, by identifying targeted areas to preserve or strengthen through catalytic investments for the entire community (i.e. both host community and forcibly displaced). Investments will be complementary to national programs and activities of humanitarian and development partners. Investments will also build on and strengthen economic clusters to maximize development benefits through investment concentration instead of dispersion (i.e. supporting multiple different investments in the same geographical area, including supporting livelihoods along a road that is rehabilitated by another project). The component has therefore three sub-components:

Sub-Component 2a: Access to Social and Economic Services, Infrastructure and Resilience

34. This sub-component will provide investment funds to communities to (i) expand and improve service delivery; (ii) build integrated infrastructure for local development and support regional integration and positive spillover impacts; and (iii) strengthen local planning and decentralized service delivery.

35. Activities of this sub-component could include the following:

- Construction, upgrading, rehabilitation, and/or expansion of small-scale water supply systems (boreholes with manual or solar pumping, standpipes) and sanitation systems (household latrines - ventilated improved pit or flush toilet types, sanitation cabins);
- Upgrading and/or rehabilitation of community buildings and/or markets, especially markets with a strong regional rationale;
- Rehabilitation of community access road and construction or rehabilitation of footpaths, culverts, and bridges;
- Capacity support interventions for local government authorities and local implementing institutions. Particularly, on community-driven planning processes, local development management and service-delivery capacity enhancement, as well as awareness and behavioral change aiming at improving hygiene practices and promoting the use of latrines; and



- Support local development committees, through capacity building and training, to strengthen (i) local-level identification and prioritization of community investments; (ii) women’s participation and decision-making in committees; and (iii) the monitoring of project investments.

Sub-Component 2b: Livelihoods and Territorial Development Interventions

36. This sub-component will support the development and expansion of traditional and non-traditional livelihoods for beneficiary households in order to increase income-earning opportunities. It will promote a territorial development approach by supporting women and youth groups to pursue livelihoods at a larger scale through value chains development, territorial planning and linking with economic infrastructure. Activities of this sub-component will complement the activities of other humanitarian and development partners, especially the United Nations Development Program (UNDP) and the Food and Agriculture Organization of the United Nations (FAO). Activities under this sub-component could include the following:

- Small-scale irrigation, high-value agriculture and value chain development, including construction of fit for purpose water harvesting and storage facilities and abstraction infrastructure (for enhancing surface and sub-surface storage, such as catchments, ponds, and aquifer recharge measures; as well as for abstraction, such as shallow wells); Enterprise and skills development training;
- The elaboration of community cluster level territorial development plans to engage collectives in larger level livelihood activities in target regions, as well as to plan for and manage future livelihood opportunities; and
- Construction and rehabilitation works (“integrated investments”), such as of marketplaces and stalls, community storage facilities, existing veterinary clinics, cattle trough, livestock treatment, vaccination facilities and livestock markets.

Sub-Component 2c: Area Based Environmental and Natural Resource Management

37. The objective of this sub-component is to support environmental and natural resource management that reflects present and future needs and strengthens overall community resilience. Activities could include the following:

- Enhancing the productivity of environmental and natural resources, including the slowing of degradation of fragile ecosystems in forest, range, and agricultural lands;
- Supporting soil and water conservation through biological and physical activities on farms and communal lands. This includes the construction of soil bunds, stone bunds, artificial waterways, cut-off drains, check dams, planting of multipurpose trees and groundwater recharge; and
- Establishing and managing tree nurseries, planting seedlings, promoting afforestation, constructing soil and water conservation mechanisms and flood control structures, building community ponds, hand-dug wells, and natural spring developments as well as developing mechanisms for rainwater harvesting.



Component 3: Regional Data and Coordination Platform

38. This component will support the strengthening of the coordination between national and local authorities as well as the compilation of multi-sectoral data on the development of the Liptako-Gourma region to (i) monitor progress of key development indicators in the region; (ii) facilitate future investment decisions by promoting a coherent, consistent and shared approach among the countries; and (iii) coordinate and harmonize approaches among humanitarian and development partners (and private sector).²²

Sub-component 3a: Regional Data and Monitoring for the Recovery and Stabilization

39. The main activity that this sub-component will finance is the creation of a web-hosted platform for database collection, monitoring, and integration and/or the upgrading of already existing platforms. The platform (including the supporting ICT hardware, software, connectivity, datasets, access to expertise, and training) will facilitate data computerization and collation of comprehensive spatial (for example, Geographic Information System, GIS, and remote sensing) and temporal datasets from global, regional, and local sources, in real time (including information from earth observation and crowdsourcing). Furthermore, the sub-component will finance capacity building of institutions at the local and national level in data collection and monitoring, with the aim to strengthen their capacity in participating in regional data and knowledge sharing activities.²³

Sub-Component 3b: Regional Collaboration and Coordination Platform

40. The main objective of this sub-component is to build new or support existing collaboration platforms for the Liptako-Gourma region. Linkages at all levels, including to community groups, local-level institutions and national monitoring mechanisms, will be established to promote synergies with humanitarian and development investments in the region. Activities that could be supported under this sub-component include the following:

- Collaboration events, such as workshops and forums;
- Financial and technical assistance to national agencies, research institutes, and universities to support regional data collection;
- Study tours and participation in the regional knowledge platform discussions, including pre-events at the national level;
- Field trips and workshops for knowledge exchange and cross-learning, with a special focus on cross-sectoral and cross-regional learning; and
- Targeted learning programs and hands-on courses on data collection, data sources, using GIS, models, online services and applications, delivered on a regular basis.

Component 4: Project Management

²² The design of the Regional Data and Coordination Platform will also be supported by the Human Rights and Development Trust Fund.

²³ Such as, for example, the data collection, coordination and monitoring efforts undertaken by the Sahel Alliance.



41. This component will finance (i) the planning, implementation, and technical oversight of program activities; (ii) effective social and environmental risks management; and (iii) financial management and procurement. The arrangements for project coordination will be determined at preparation stage. Relevant government agencies at the regional, national, sub-national and local levels will be involved in the implementation process with adequate capacity building support. Activities will include: (i) communication support, (ii) Monitoring and Evaluation (M&E) arrangements, including the set-up of a Management Information System (MIS) and (iii) measures for enhanced transparency and accountability. Innovative implementation mechanisms (such as the use of TPM and digital monitoring/supervision tools like satellite data and GEMS²⁴) will be considered, and appropriately applied based on the specific security challenges. Data produced with the help of the Component 3 will feed directly into project supervision and oversight. Project management will be undertaken in close coordination and collaboration with security and justice forces. Mechanisms for identifying risk of violence at various stage of project implementation will be established to support project operationalization in insecure environments.

Component 5: Contingent Emergency Response Component (CERC)

42. This zero-budget component will establish a disaster contingency fund that could be triggered in the event of a natural or man-made disaster, through formal declaration of a national emergency, or upon a formal request from one of the Governments. This can include a response to communicable diseases, such as the COVID-19 pandemic. In the event of such a disaster, funds from the unallocated expenditure category or from other project components could be reallocated to finance emergency response expenditures to meet emergency needs. This component will therefore support Burkina Faso’s and Niger’s emergency preparedness and response capacity to address the impacts of any natural hazards, such as drought or floods. This also includes the financing of post-disaster critical emergency goods, or emergency recovery and associated services, as well as targeted provision of post-disaster support to affected households and individuals.

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

Summary of Screening of Environmental and Social Risks and Impacts

²⁴ Geo-enabling Initiative for Monitoring and Supervision.



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