



# Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 07-Mar-2023 | Report No: PIDC35572

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

Country Western and Central Africa	Project ID P179449	Parent Project ID (if any)	Project Name Senegal River Valley Development and Resilience Project (P179449)
Region WESTERN AND CENTRAL AFRICA	Estimated Appraisal Date Sep 05, 2023	Estimated Board Date Oct 31, 2023	Practice Area (Lead) Social Sustainability and Inclusion
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Budget and Finance, Ministry of Economy and Finance	Implementing Agency Ministry of Community Development, Social and Territorial Equity, Ministry of Economic Affairs and Promotion of Productive Sectors	

**Proposed Development Objective(s)**

The PDO is to improve regional collaboration and the socioeconomic and climate resilience of targeted communities in the Senegal River Valley (Mauritania and Senegal).

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

<b>Total Project Cost</b>	195.00
<b>Total Financing</b>	195.00
<b>of which IBRD/IDA</b>	195.00
<b>Financing Gap</b>	0.00

**DETAILS****World Bank Group Financing**

International Development Association (IDA)	195.00
IDA Credit	195.00



Environmental and Social Risk Classification

Substantial

Concept Review Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

## B. Introduction and Context

### Country Context

1. **The Senegal River Valley (SRV) is an alluvial plain framed by semi-desert regions and much of length of the Senegal River marks the border between Mauritania and Senegal (which is the geographical focus of this operation)**<sup>1</sup>. While the SRV supplies most of the irrigated land in Mauritania (90%) and Senegal (80%), communities on both sides of the river remain largely poor and increasingly vulnerable - many of whom engage in sedentary agriculture (as subsistence or smallholder farmers), pastoral activities or fishing along the Senegal River. Most of the cities are also underequipped on both sides of the river.

2. **While the economies of both countries are expected to grow, they have been dampened by the COVID-19 pandemic and Russia's invasion of Ukraine (and rising costs of food and energy)**<sup>2</sup>. Mauritania and Senegal are amongst the poorest countries in the world, with 38 percent and 28 percent of the population in severe multidimensional poverty,<sup>3</sup> with a gross national income (GNI) per capita of \$1,730 and \$1,540<sup>4</sup> respectively. They also rank among the bottom 33 countries in the world according to the 2022 Human Development Index.<sup>5</sup> While Senegal has a larger population of 16.9 million in 2021, Mauritania is more sparsely populated with only 4.6 million people (despite having five times the land size area of Senegal). Both countries also have a large and growing youth population, with high total fertility rates close to 4 children per woman, and around 60 percent of the total population under the age of 25.<sup>6</sup> In addition to poverty and growing population pressures, people living in the SRV face the development challenges of poor/non-functioning basic services, widespread illiteracy and limited employment opportunities, aggravated by existing challenges of low productivity and limited market connectivity in the valley.

### Sectoral and Institutional Context

3. **In both Mauritania and Senegal, there are concerns about the degree to which investments in the SRV have fostered inclusive development and benefited local communities in urban and rural areas.** These investments have generated new economic opportunities, particularly in the agricultural sector, as irrigated agriculture areas have been

<sup>1</sup> Stretching for more than 1,800 kilometers, the Senegal River flows from the Fouta Djallon highlands of Guinea, through Mali, then demarcating the Senegal-Mauritania border and reaching the Atlantic Ocean. The proposed operation will only cover the SRV area in Mauritania and Senegal.

<sup>2</sup> World Bank, Country overview of Senegal and Mauritania (<https://www.worldbank.org/en/country/senegal/overview>; <https://www.worldbank.org/en/country/mauritania/overview>) Accessed on January 19, 2023

<sup>3</sup> Global Multidimensional Poverty Index, 2022 (<https://hdr.undp.org/content/2022-global-multidimensional-poverty-index-mpi#/indicies/MPI>)

<sup>4</sup> World Bank, World Development Indicators

<sup>5</sup> UNDP Human Development Index, 2022. Mauritania was ranked 158<sup>th</sup> out of 191 and Senegal ranked at 170<sup>th</sup>.

<sup>6</sup> Index Mundi, <https://www.indexmundi.com/factbook/compare/senegal.mauritania/demographics>.



substantially expanded. But these investments have also been disruptive and have increased the pressure and competition on land. Importantly, the growth of the commercial agriculture sector has not been accompanied by sufficient improvements in local infrastructure and access to basic services, leading to frustration among local communities. The two countries are also experiencing rapid urbanization rate, putting significant strains on the capacity of municipalities to efficiently deliver basic urban services.

**4. Climate change impacts in the SRV area itself also exhibits some of the most extreme climate variability in the world.**<sup>7</sup> The SRV is experiencing rising temperatures, increasingly erratic rainfall, droughts, floods, sea level rise, salinization of soils and waters, encroaching desertification, as well as degradation of arable land. These are disrupting the economy centered on traditional agriculture and livestock production, and also contributing to drive migrations to the closest urban areas. Fishing has also been disrupted by the changes in hydrology of the river since the building of the Diama and Manantali dams in the mid-1980s<sup>8</sup>. Climate change and natural hazards in the Valley has significant impacts on not only rural employment, but also broader food security in these countries. It has also resulted in malnutrition, epidemics, environmental shocks and forced displacement that continue to weaken communities. Cities along the SRV are particularly vulnerable to flash floods caused by heavy rain or fluvial inundation, lack of efficient drainage systems, uncontrolled urban sprawl, and the occupation of depressions and wetlands.

**5. Land conflict is a critical risk to social cohesion in the SRV.** The SRV is home to multiple ethnic groups and has seen land conflicts relating to land management. Till today, the SRV continues to experience latent tensions and conflicts over cultivated lands. Local authorities also continue to be confronted with land conflicts between local communities and land developers. This tension over land is aggravated by the massive influx of agro-business promoters who wish to establish themselves in this area. Access to land and the precariousness of land rights remain a major concern for many populations. These different sources of conflict over land, coupled with the broader regional dynamics of fragility, conflict and violence (FCV), may increase the risk of conflict escalation in the SRV. Inadequate inclusive development planning and decision-making processes at the local level limit opportunities for consensual handling of tensions and conflicts within communities. In addition, regional insecurity aggravated by climate change-related fragilities can also affect communities in the SRV, particularly in the event of the arrival of migrants or displaced persons due to the prevailing insecurity in the broader region.

**6. Reinforcing social cohesion is an important aspect of ongoing efforts to promote the conflict and climate resilience of the communities of the SRV.** Community driven approaches can be effective in bolstering communities' ability to come together to solve collective action issues, including issues related to climate-change adaptation (the "bonding" dimension of social cohesion). When implemented through well-coordinated inclusive processes, these approaches can also improve the ability of distinct communities to negotiate access to shared resources (the "bridging" dimension). Finally, participatory approaches empowering communities can improve citizen-state relations (the "linking" dimension). Each of these dimensions plays in reducing communities' vulnerability to social and environmental crises, both by reinforcing their ability to work together towards shared goals and by improving their ability to productively solve conflicts.

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<sup>7</sup> Magistro, John and Medou Lo. (2001) Historical and human dimensions of climate variability and water resource constraint in the Senegal River Valley. *Climate Research* 19 (2001): 133-147.

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## Relationship to CPF

7. The project strongly aligns with the Country Partnership Frameworks (CPFs):
- (a) **In Mauritania**, the proposed project is in close alignment with the CPF's (FY18–FY23)<sup>9</sup> focus areas to promote economic transition for diversified and resilient growth<sup>10</sup>; and build human capital for inclusive growth (by supporting the objective of improving employability, particularly of youth and women).
  - (b) **In Senegal**, the proposed Project is consistent with all three focus areas of the CPF (FY20–FY24)<sup>11</sup>: (i) strengthening human capital to enhance productivity and ignite the demographic dividend, with a focus on the most vulnerable (especially youth and women/girls); (ii) boosting competitiveness and job creation through private-sector led growth (especially transport and digital connectivity); and (iii) increasing resilience and sustainability in a context of growing social/equity, climatic, and transparency risks (particularly in bridging the equity gap in basic services and boosting livelihood/ job opportunities).

## C. Proposed Development Objective(s)

The PDO is to improve regional collaboration and the socioeconomic and climate resilience of targeted communities in the Senegal River Valley (Mauritania and Senegal).

8. **The proposed project is being processed as a Series of Projects (SOP)** as this approach will allow for the participation of other countries (e.g. Mali) to opt into the program, and expand the areas and sectors covered in each country at a later date and according to the country's needs and specific requirements.
9. **The proposed overarching development objective for the Senegal River Valley Program** (which could include additional countries in the future) is the following: to improve regional integration and the socioeconomic and climate resilience of targeted communities in the Senegal River Valley.

## Key Results (From PCN)

10. The following PDO indicators will be considered and refined during project preparation:
- (a) People having access to project-built or rehabilitated socioeconomic and climate resilient infrastructure and services (disaggregated by sex and age groups) (Number)
  - (b) People having access to project-built or rehabilitated connectivity infrastructure that facilitate cross-border movement or trade (disaggregated by sex and age groups) (Number)
  - (c) Number of new job opportunities created as a result of project activities (disaggregated by sex and age groups) (Number)

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<sup>9</sup> Report No. 125012-MR

<sup>10</sup> This includes objectives 1.1: Increase production value in the fisheries sector; 1.2: Increase agriculture and livestock production in the face of climate change; and 1.3: Promote the development of productive cities and adjacent territories in the context of decentralization.

<sup>11</sup> Report No. 143333-SN



- (d) Beneficiaries reporting that project investments have positively contributed to increased trust among community members (Percentage)
- (e) Percentage of actions implemented by each country of the agreed annual joint regional action plan (Percentage).

#### **D. Concept Description**

**11. The proposed operation aims to address the ongoing socioeconomic, climate, and FCV challenges in the SRV by building on the Bank's long-term engagement in the Valley,** as well as its experience gained through the series of regional Community-Driven Development (CDD) platforms in West Africa. The proposed WB lending operations will coordinate closely with the IFC to address constraints for private sector investments in the SRV.

**12. The proposed operation will be guided by the following principles:**

- (a) **Think regionally and act locally.** Regionality is essential to promote dialogue and coordination on conflict prevention, climate and disaster risk management, and cross-border opportunities, so to inform more effective joint responses and regionally harmonized investments. The project combines this regionality with localization in reflecting the country's existing institutional arrangements and local dynamics. This is through a bottom-up Community and Local Development (CLD) approach in selecting investments in a participatory manner that can promote a sense of inclusion and cohesion among local populations, particularly the most vulnerable (such as pastoralists, youth, women, and forcibly displaced).
- (b) **Adopt an integrated territorial approach to local development.** The project will adopt a cluster spatial approach by bringing a cluster of villages and towns together (by geographical proximity), and/or multiple clusters (even across national borders), to discuss and prioritize socio-economic and infrastructure investments. This will also help strengthen the voice of local communities, promote conversations and joint solutioning over spatial imbalances, amplify impact through integrated and coordinated investments, as well as promote trust, understanding and cooperation across political territories.
- (c) **Increase cities' connectivity and resilience, also across borders.** Bridging the infrastructure and service gap in intermediate cities would enable them to play a significant role in job creation and economic development along the southern corridor. Additional investments for improving domestic and regional connectivity, as well as access to electricity, water and digital network, have the potential to spur a new dynamic for private sector development along the river and provide better livelihoods and living standards and ultimately contribute to poverty reduction. It is also critical to create strong and efficient local public authorities who can coordinate implementation of the government development strategy and create a framework for citizen engagement and accountability.
- (d) **Promote social cohesion and inclusion to reduce climate risks and conflict spillover across borders (including from Sahel).** The operation will adopt the social cohesion framework (bonding, bridging, linking) by focusing on participatory processes (CLD, conflict resolution and facilitation skills) and social inclusion (of pastoralists, youth, women, and forcibly displaced); as well as concrete activities that build local level resilience.

**13. Gender.** The project will also support interventions to close the gaps in terms of women's access to livelihood/economic opportunities. This will be through gender-focused assistance, awareness raising and capacity-building for women/ women groups. Gender sensitive approaches will also be mainstreamed in the project, such as



community engagement that ensure that the differentiated and specific needs of women are considered in the community engagement, participatory processes and the infrastructure design.

**14. Paris Alignment and climate change.** The proposed project appears consistent with both countries' Nationally Determined Contributions (NDCs), particularly key climate change adaptation measures identified in Mauritania's 2021 NDC and Senegal's 2020 NDC relating to energy, agricultural and natural resource management. The project has been screened for climate change and disaster impacts and specific potential resilience-enhancing measures will be identified and properly reflected in project documents before appraisal. No specific risks with respect to the mitigation and adaptation aspects of the Paris Alignment Assessment are flagged at this stage.

**15. In terms of targeting,** the project is looking to target the Louga, Matam, Saint-Louis and Tambacounda regions in Senegal and the Assaba, Brakna, Gorgol, Guidimaka and Trarza regions in Mauritania. Drawing lessons from the Gulf of Guinea Northern Regions Social Cohesion (SOCO) Project (P175043), a vulnerability assessment will be conducted based on a combination of publicly available and government data related to climate change and conflict exposures, sensitivities, and adaptive capacities.

### **Project Components:**

**The project is structured around 5 components,** designed to build on and enhance existing national and regional portfolios in the SRV for greater synergies and development effectiveness.

### **Component 1: Investing in Community Resiliency and Inclusion for Social Cohesion**

**16. This component will finance local-level multi-sectoral investments and related capacity building activities** to build community resilience, promote inclusion and foster social cohesion in reducing causes of conflict in targeted vulnerable territories in the SRV. By adapting a Community and Local Development (CLD) approach that promotes the inclusive representation of vulnerable groups in decision-making at the community committees; this component seeks to support the most vulnerable with enhanced access to community infrastructure, livelihoods, and social cohesion opportunities.

**17. The project will also take a territorially integrated approach to local development,** through complementary investments centered around the most vulnerable identified village clusters in the SRV. Clusters would consist of groups of 8-12 neighboring villages, in line with existing administrative boundaries in each country and/or shared natural/economic resource. By providing a platform for participatory decision making at the cluster level and aligning with local development planning processes; this would promote bonding and sharing of resources and information across villages within the clusters, as well as investments that are coordinated and maximized for impact in considering the overall cluster's interests.

### **Subcomponent 1a. Community Infrastructure Investments for Resilience**

**18. This subcomponent will finance (i) the rehabilitation, upgrading, re-purposing or equipping of small community socio-economic infrastructure; and (ii) related events, activities and capacity building that promotes resilience to conflict and climate fragilities.** Following a participatory diagnostic process, communities can choose an open menu of investments (within the parameters set out by a negative list<sup>12</sup>), thereby providing the flexibility to address

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<sup>12</sup> For example, the negative list could prohibit investments related in religious infrastructure/activities, or that could attract private investments. Other considerations for investments that will be promoted under the project could include: (i) technical feasibility (ii)



communities' priority needs. At the same time, the investments will be closely coordinated with the respective sectoral Ministries (ex. Education and Health). Eligible community infrastructure investments, across multiple sectors, could include (but are not limited to) the following:

**19. Investments under this subcomponent will employ local labor and expertise** as much as possible during rehabilitation/works, especially for women and youth, with involvement of local partners and mechanisms to promote sustainability. The project will also build on the climate resilience/ natural resource mappings, climate diagnostic tools, local coordination structure, as well as infrastructure designs/costings under World Bank financed projects like the *SOCO Project (P175043)*, *Senegal River Basin Climate Change Resilience Development Project (P131323)* and the *Sahel Irrigation Initiative Support Project (P154482)*.

### **Subcomponent 1b. Social Cohesion Activities and Engagement**

**20. This subcomponent will finance (i) the organization of social cohesion activities/ events and (ii) related capacity building activities** to promote trust and bonding within and/or across clusters of villages (including across national borders). Investments that foster social cohesion and climate resilience will be prioritized, given the target areas' vulnerability to climate change as a threat multiplier aggravating social tension and driving conflict. This component will involve the active engagement of youth in particular, to organize and participate in these activities as well as to be equipped and empowered to meaningfully promote social cohesion, climate resiliency, and peace building across communities.

**21. This subcomponent will also finance capacity building activities** (particularly for youth) that are facilitated by trainers from government or partner NGOs; and gendered focused that will also benefit the overall project implementation.

### **Component 2: Integrated Territorial Investments for Connectivity and Local Economic Development**

**22. Component 2 will support territorial infrastructure investments** to enhance connectivity to facilitate local economic activity and cross border trade; as well as an integrated local economic development (LED) approach to boost economic opportunities and incomes of targeted communities. Bridging the infrastructure gap in intermediate cities would enable them to play a significant role in job creation and economic development along the river corridor. Investments will be concentrated in a small number of territorial areas including urban centers and, when relevant, their surrounding rural localities, to seek higher impacts. In particular, it aims to deliver higher-quality services to social and private economic actors, through a concentration of high impact investments in a few dynamic cities suffering from an infrastructure deficit.

**23. Consistent with the CLD approach**, target cities and communities - including relevant local groups (traders associations, market management committee, producer groups, agropastoral groups, water user associations, Regional Development Committees, etc.) will be responsible for identifying infrastructure and LED investment opportunities under this component 2. The identified investments would be subsequently discussed and consolidated at a higher level across clusters (e.g. LGs, sub-region, city levels). As per the territorial approach, investments will be concentrated and prioritized to foster local development in selected areas. LGs (including in close collaboration with other LGs across the border) may decide to concentrate the investment on networks of markets linked to intermediate cities or larger marketing hubs and/or specific cross-border markets to promote regional trade, economic

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contribution to local economic development (iii) environmental and financial sustainability and (iv) contribution towards closing gender gap, amongst others. These will be further discussed with the counterparts as part of project preparation.





opportunities, connectivity and economic integration.<sup>13</sup> Investments will stimulate cross-border local economic activities (including cross-border trade) which are active in the subregion.

#### ***Subcomponent 2a. Integrated Territorial Development***

**24. This subcomponent will finance the rehabilitation or upgrading of infrastructure to promote trade and connectivity**, including across borders, in promoting a more coordinated and integrated territorial approach to local economic development. Territories with economic potential will be prioritized, especially connected cities across the border. The financing will also cover relevant feasibility and technical studies, technical assistance (e.g. by specialized agencies, technical facilitating partners) as well as works and possible equipment.

#### ***Subcomponent 2b. Livelihood and Economic Opportunities for Local Economic Development***

**25. The subcomponent will finance activities in supporting an integrated LED approach to promote economic/livelihood opportunities** (particularly ensuring the inclusion of marginalized groups like women, youth and forcibly displaced), so as to generate local income and employment as well as strengthen the resilience capacity to cope with future climate/conflict shocks..

### **Component 3: Institutional Strengthening and Regional Knowledge Management Platform**

**26. Component 3 will finance the** (i) strengthening and capacity building of local institutions and communities (including on territorial and regional development planning) and the (ii) establishment of a regional Knowledge Management Platform (KMP) in the SRV.

#### ***Subcomponent 3a. Institutional Strengthening***

**27. This subcomponent will support capacity building and institutional strengthening activities**, such as:

- (a) **Trainings to strengthen inclusive participation and local resilience.** The project will equip local stakeholders to better participate in all stages of the local development planning process and investment prioritization under the project, in line with the CLD approach. Local stakeholders will include LG officials, staff from civil society organizations [CSOs]/ community-based organizations [CBOs], community leaders and members, as well as recruited community facilitators or technical facilitating partners that will help support the project activities. Capacity building activities could include: community mobilization and awareness raising; coaching on facilitation and needs prioritization, proposal development, implementation of subproject, local-level financial management (FM) and procurement, safeguard issues (including on land management and resettlement), participatory monitoring of activities, and maintenance arrangements; and training in key development topics such as on territorial development, urban management, climate mitigation, social inclusion and citizen engagement, for those communities to take a more active role in their own development.

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<sup>13</sup> The market assessment could be deepened by looking at food systems in the region. Balineau, Gaelle, Arthur Bauer, Martin Kessler, and Nicole Madariaga. 2021. *Food Systems in Africa: Rethinking the Role of Markets*. Africa Development Forum. Washington, DC: World Bank and AFD.



- (b) **Capacity building and strengthening of institutions.** This includes support to local institutions, through technical assistance and trainings, to better coordinate local participatory planning for territorial development. These local institutions could include (but are not limited to): LGs, government line agencies, producer/ farmers/ herder/fishery organizations, commercial/trade associations, and women/ youth groups, amongst others. Additionally, the project will also support capacity building activities to institutions (e.g. LG, line ministries, research institutions, regional organization, non-government organizations [NGOs]) relating to regional knowledge management platform and dialogue, and facilitation and the use of digital tools/portal. The project will also finance institutional strengthening aiming to support dedicated actors on regional development planning, and to develop enforceable risk oriented urban planning, better plan and deliver services will contribute to consolidate the infrastructure and service investments as well as improved urban planning and management.

### **Subcomponent 3b. Regional Knowledge Management Platform**

28. **This subcomponent will support the establishment of a regional Knowledge Management Platform (KMP) in the SRV, structured around two key pillars:** (a) data collection and knowledge generation; and (b) dialogue building. KMP activities will be regionally coordinated and nationally implemented and centered around three topical areas: (i) factors of resilience to climate change and FCV, (ii) social cohesion and citizen engagement, (iii) integrated development (local planning, connectivity, NRM and trade). This is in the aim of strengthening regional, national, and local capacity to engage in regional dialogue; coordinate investments and responses to conflict/climate risks across national borders; and work towards common vision for sustainable, and resilient development in the SRV. The project will also engage closely with other key partners in the region, such as universities (Like Senegal's Gaston Berger University that is sited in SRV) and regional organizations like the OMVS. Drawing lessons from ongoing World Bank financed regional projects in West Africa<sup>14</sup> that adopt regional collaboration models in thinking regionally and acting locally, the table below lists illustrative activities financed under the two pillars.

### **Component 4: Project Management**

29. **This component will support project management and coordination at the regional, national, and subnational levels** by covering the operating costs and related capacity building of the Project Implementation Units (PIUs) in terms of: planning, implementation, and technical oversight of project activities; environmental and social safeguards management and monitoring; FM and procurement; preparation of work plans, budgets, and progress reports; and communication and monitoring and evaluation (M&E) arrangements, including relevant trainings, the setup of a management information system (MIS), community monitoring and a project beneficiary feedback mechanism/ social audits. Component 4 will also finance the establishment and management of the Committee for Regional Coordination (CRC) that will support strategic decisions and facilitate coordination across the two countries for core project activities, across all the project components. This includes supporting the regionality of KMP activities under Component 3 such as data sharing agreements, research questions to prioritize, and thematic sessions of the annual regional forums, amongst others.

### **Component 5: Contingent Emergency Response Component (CERC) (\$0 million)**

30. **This zero-budget component will serve as a contingent emergency funding mechanism** that could be triggered in the event of a natural or man-made disaster and/or health crisis, such as pandemics, through formal declaration of a national emergency or upon a formal request from the respective Governments. In the event of such a disaster/crisis,

<sup>14</sup> Lake Chad Regional Recovery and Development Project (PROLAC, P161706); Community-Based Recovery and Stabilization Project for Sahel (P173830); and Gulf of Guinea Northern Regions Social Cohesion Project (SOCO, P175043).



funds from the unallocated expenditure category or from other project components could be reallocated to finance emergency response expenditures to meet urgent needs.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	Yes
Projects in Disputed Areas OP 7.60	TBD
Summary of Screening of Environmental and Social Risks and Impacts	

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APPROVAL

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Approved By

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