



Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 22-Feb-2018 | Report No: PIDISDSC22908



BASIC INFORMATION

A. Basic Project Data

| | | | |
|--|--|--|---|
| Country Niger | Project ID P164563 | Parent Project ID (if any) | Project Name Niger Refugees and Host Communities Support Project (P164563) |
| Region AFRICA | Estimated Appraisal Date Jun 11, 2018 | Estimated Board Date Sep 12, 2018 | Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice |
| Financing Instrument Investment Project Financing | Borrower(s) Ministère du Plan | Implementing Agency Cabinet du Premier Ministre, Projet de Gestion des Risques de Catastrophes et de Développement Urbain, Stratégie de Développement et de Sécurité dans les zones sahélo sahariennes du Niger (SDS) | |

Proposed Development Objective(s)

The project development objective is to improve access to basic services and economic opportunities for refugees and host communities in select areas.

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

| | |
|---------------------------|-------|
| Total Project Cost | 80.00 |
| Total Financing | 80.00 |
| of which IBRD/IDA | 80.00 |
| Financing Gap | 0.00 |

DETAILS

World Bank Group Financing

| | |
|---|-------|
| International Development Association (IDA) | 80.00 |
|---|-------|



| | |
|------------|-------|
| IDA Credit | 47.50 |
| IDA Grant | 32.50 |

Environmental Assessment Category

B - Partial Assessment

Concept Review Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

Niger is one of the world's poorest and least developed countries in the world, with a per capita income of US\$390 in 2015 and almost half of Nigeriens living beneath the poverty line (45.7 percent in 2014). In 2015, Niger ranked last of 188 countries on the United Nations Human Development Index. The Nigerien economy is highly dependent on its agricultural sector and a few commodities (uranium, oil and gold), making it vulnerable to climate and price shocks. With a variable and changing climate, the country suffers from recurrent drought and food crises. Niger has one of the fastest population growth rates in the world (4 percent in 2015) and the youngest population in the world, with a dependency ratio of 113 in 2015. Niger has significant institutional deficits, ranking 99 of 168 countries in the 2015 Corruption Perceptions Index.

Niger meets the very definition of a country at risk of fragility, conflict of violence. The country—which held presidential and general elections in March 2016—has managed to remain stable in a difficult regional environment. Some of the factors that account for this achievement include: (i) a relatively strong social cohesion and (ii) a political settlement in which the elites manage to solve their disputes in a regulated manner. However, several factors contribute to the country's fragility. These include demographic trends combined with notable climate change–related events and the deterioration of natural resources in the most populated areas; the contestation of the political elite and state institutions; external stresses; and a lack of economic opportunities. Because several risk factors — such as climate-related events or the tightening of the elite coalition — could trigger instability and violence, Niger remains a country at risk.

Niger is hosting over 280,000 people displaced by conflict: approximately 158,000 refugees, 109,000 Internally Displaced People (IDPs) and 16,000 Nigerien nationals who returned from Nigeria as a consequence of the conflict. This displacement has been caused by two regional conflicts: the crisis in Mali (accounting for 22 percent of the total displaced) and the Boko Haram regional crisis (78 percent).



Since 2011, there has been an increasing number of attacks on Niger's territory. The country, which held presidential and general elections in March 2016, has managed to remain an “island of stability”, but the relatively strong social cohesion is fragile. Niger is part of internationally-supported military efforts against Boko Haram (through the Joint Multi National Force) and in Mali, but increased military spending is putting a severe strain on public finances. The Risk and Resilience Assessment (RRA) highlights the security and economic impacts of regional conflicts and forced displacement on Niger, including the crises in Libya, Mali and Nigeria and notes that the expansion of Boko Haram into Niger has had an adverse impact on economic activities in the Diffa region and also raises concerns about the weakness of the Nigerien Army (e.g. following the attack in Bosso, Niger had to call on Chad for military assistance). The RRA argues that each military defeat raises the risk of a military coup in Niger.

Overall, the situation remains in flux. Despite a recent slowdown, further flows of population may be caused by Boko Haram until the region is fully stabilized. The authorities are eager to demonstrate the normalization of the situation both in the Diffa region and along the Mali-Niger border, but insecurity remains very high. On the one hand, there may be pressures to eventually encourage the return of forcibly displaced people in the Diffa area, on the other hand there seems to be a degree of acceptance that the situation along the Mali-Niger border may last.

Across all forced displacement situations, the conditions for women and girls are very specific. Gender-based violence and survival sex are relatively prevalent. Early marriages are often the norm, including within host communities and economic opportunities and access to education are very limited for women and girls. Unless the gender dimension of the situation is effectively dealt with, progress is likely to remain elusive.

Sectoral and Institutional Context

Niger has adopted a relatively progressive approach to managing refugee situations. This is also reflected in the solidarity demonstrated by host communities in particular in the Diffa Region. The overall legal and protection environment in Niger is conducive to an effective socio-economic response to the forced displacement crisis. Niger is a party to applicable international conventions on refugees, IDPs, and stateless persons, and it has domesticated some of these instruments. In particular, refugees are to be treated equally under the law with respect to key socio-economic rights: property ownership, security, access to the courts, access to basic services, and freedom of expression and movement. Efforts are underway to strengthen the legal framework applicable to IDPs in light of the situation in the Diffa Region.

Niger is party to the 1951 United Nations Convention Relating to the Status of Refugees (1951 Convention), 1967 United Nations Protocol Relating to the Status of Refugees (1967 Protocol) and 1969 Organization of African Unity Convention Governing Specific Aspects of Refugee Problems in Africa (OAU Convention), without any reservations. Niger has also domesticated these instruments: the government has affirmed both in national legislation and at representations to the CERD that refugees are to be treated equally under the law with respect to all rights: property ownership, security, access to the courts, access to basic services, and freedom of expression and movement (CERD 2013). Article 10 of the 1997 law ensures the equal treatment of refugees in the protection of property; freedom of movement; and access to health, education, and housing. Elsewhere,



the Labor Code prohibits discrimination on the basis of nationality in hiring, and Décret n° 87-076/PCMS/MI/MAE/C of June 18, 1987, permits foreigners to be contracted for employment provided that the contract is approved by the Ministry of Labor.

Niger is also party to the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), but has yet to domesticate it. Preliminary discussions are underway for the domestication of the convention and authorities have indicated willingness to improve the legal framework on IDPs, especially in light of the situation in the Diffa Region. Finally, Niger is signatory of both 1954 Convention on the Status of Stateless Persons (Convention on Statelessness) and 1961 Convention on the Reduction of Statelessness. Efforts to align domestic legislation with the provisions of both conventions are underway, with an ongoing review of the domestic legislation on nationality and civil status registration.

Malian refugees are recognized on a prima facie basis and enjoy a favorable protection environment with the right to settle where they wish and to access basic social services and the formal and informal job market. A tripartite agreement between UNHCR and the Governments of Niger and Mali, signed in 2014 provides a legal framework for voluntary returns in respect of the related international standards. The parties consider that the conditions in parts of northern Mali are not yet conducive to returns in safety and dignity. As a result, voluntary repatriation is currently not promoted. Persons that wish nevertheless to return to Mali are counseled on the prevailing situation and sign a Voluntary Repatriation Form. They receive one-time cash assistance to pay for their transport (UNHCR 2016). Out-of-camp policy applied in Malian refugee-hosted areas with success, leading to the creation of so-called *Zones d'Accueil des Réfugiés*. Several institutions work closely with UNHCR to process status determinations for refugees, including the *Comité National d'Eligibilité* (CNE), the *Comité d'Appel*, the secretariat within the *Direction Générale de l'État Civil et des Réfugiés*, and the *Comité de Recours Gracieux* (CRG). Regional administrations such as those in Diffa are also key partners to the national government and international NGOs. The *Direction Générale de l'État Civil et des Réfugiés* is in charge of ensuring administrative protection to refugees and asylum seekers.

Relationship to CPF

The CPF recognizes the need to mitigating the three negative consequences of forced displacement in Niger: (1) the effect on the economy of increased insecurity and the subsequent outlays on security and humanitarian assistance; (2) increased food insecurity (exacerbating the effects of drought, environmental degradation, high grain prices and poor food access); and (3) increased poverty due to the loss of productive assets (land, agricultural tools and inputs, seeds, animals, etc) caused by forced displacement. Specifically, within the objective 5 of the CPF namely “Improved Social Protection System and Ability to Manage Forced Displacement” the CPF includes two expected outcomes to which this operation directly contributes: 5.3 Refugees who benefit from a vulnerability-based assistance system and 5.4. Refugees who benefit from country systems in the health sector The CPF also tracks the “percentage of refugees who benefit from a vulnerability-based assistance system” in its Result Matrix.

The successful support to displaced and host population would require synergies among the proposed project together with (i) the Disaster Risk Management and Urban Development project, (ii) the Safety Net Project, (iii)



the Skills Development for Growth project and (iv) the Community Action Project – Phase 3. Each of these four projects target chronically poor or vulnerable households living in disadvantaged and marginal areas which may also overlap with areas hosting refugees.

C. Proposed Development Objective(s)

The project development objective is to improve access to basic social services and economic opportunities for forcibly displaced and host communities in select areas.

Key Results (From PCN)

- a. Number of direct beneficiaries out of which
 - i. percentage of refugees
 - ii. percentage of internally displaced persons
 - iii. percentage of returnees
 - iv. percentage of host population
 - v. percentage of young
 - vi. percentage of female

- b. Number of sites with access to social and economic services measured by an indicator
 - i. no access
 - ii. access with major constraints
 - iii. access with minor constraints

- c. Reported increase in income/welfare/food security by beneficiaries of individual-level resilience activities (disaggregated by type of service, gender and target groups).

- d. Increased government capacity to manage refugee fluxes, as measured by capacity assessment surveys (*Survey rating*)

D. Concept Description

The project will finance activities aimed at initiating the revitalization of socio-economic economic opportunities in the Diffa region and at equipping refugees along the Malian border with portable skills.

Activities

The activities listed below are a comprehensive representation of the government strategy on durable solutions for refugees and host communities as identified in the refugee development policy letter received for the IDA18 refugee sub-window. The list reflects the entirety of needs under the government’s strategy in the targeted regions. The evaluation period (between September 2017 - March 2018) will allow for further assessments and an extensive consultative process to identify those activities within this framework that will be directly financed through this project. The overall comprehensive list of activities will be developed into a comprehensive monitoring and evaluation framework to enable



the government in leading and coordinating the overall program, inclusive of all different partner activities, in the targeted regions. The identification of the specific type of activities in the targeted regions will be based on a rapid **Markets and Needs Assessment**.

Components

Activities identified under the government strategy are grouped below into three main project components along the three resilience levels targeted for improvement: 1) community, 2) individual, and 3) local authorities.

COMPONENT 1 - Community level resilience: Access to basic social services and local capacity building

This component will aim to build resilience on the community level through investment in community infrastructure and services; capacity building to government authorities; and social cohesion measures. Investments will be identified in consultation with communities by updating and/or preparing the Local Development Plans. Communes/communities will be responsible for the identification and preparation of the subproject proposals as well as the supervision of their implementation and operation and maintenance. Final subprojects selection and contracting will be done by the respective line agencies in accordance to the national planning process.

This component will focus on two main types of activities:

A. Investment in community infrastructure and services:

1. Municipal services: Reconstructing and repairing small water supply facilities, latrines and other sanitation infrastructure, as well as solid waste management infrastructure and service delivery.
2. Education: Reconstructing and repairing damaged school infrastructure such as classrooms, offices, fences, playground, latrines, labs, and other associated service delivery interventions.
3. Health: Reconstructing or rehabilitating health center buildings, and other associated service delivery interventions in respect of staff, furniture and supplies.
4. Economic infrastructure: Constructing or rehabilitating of rural markets, community storage facilities, rural roads, small bridges, culverts, and small irrigation schemes.
5. Natural Resources: Restoring and protecting natural resources and supporting environmental management measures to decrease environmental impacts of protracted refugee presence.

B. Community Resilience and Social Cohesion Measures:

1. Community associations: Setting up and strengthening community associations that bring together local authorities (government, traditional and religious) and representatives of all different segments of the population in order to build and reinforce social cohesion.
2. Small social cohesion grants: Supporting initiatives that address key drivers of the conflict and needs emerging in the post-conflict period such as out-of-school children and youth literacy, sports for peace activities, community radio programing, cultural activities that promote common identities, sexual and gender based violence prevention campaigns and de-stigmatization campaigns.
3. Community-based psychosocial support: Providing targeted support to communities to address potential mental health risks resulting from the forced displacement experience.

COMPONENT 2 - Individual level resilience: Strengthening economic opportunities and professional training

This component will focus on two main types of activities:

- A. Transitional Support towards Stabilization and Self-Reliance by (a) increasing and improving the access to basic necessity kits; (b) restoring immediate access to productive assets by providing agricultural inputs and livestock for farming families and trading commodities for non-farmers; and (c) setting-up Cash for Work programs to



support community assets recovery and reconstruction. The cash-for-work component activities will be closely linked to the priority infrastructure investments in component 1.

- B. Support to Business Development and Individual Skill Building: provision of professional education, on-the-job training, “portable skills” and support of small business development opportunities for youth/women. provide a package of interventions that combines short-term trainings (including basic financial literacy) and accompanying mentoring/technical assistance, access to small matching grant, and citizen engagement mechanisms. The focus of skills trainings might differ between locations based on an assessment of the market and needs in the region.

COMPONENT 3 - Capacity building of local authorities

This component will focus on two main types of activities:

- A. Local planning and decentralized service delivery: Providing capacity building interventions for communes and local implementing institutions to ensure adequate capacities in the areas of community-driven planning process, local development management, service delivery capacities enhancement, mainstreaming of project interventions with the government’s development planning and budgeting process, as well as coordination of all development stakeholders on the local level and community level.
- B. Preparedness of Government institutions to manage displacements: Strengthening government actors to be more prepared for potential future displacements by supporting their administrative management capacity (i.e. supporting and coordinating biometric registration of population) as well as humanitarian management capacity (i.e. contingency planning for displacements).

COMPONENT 4 - Contingency Emergency Response Component

This contingent emergency response component is included under the project in accordance with OP/BP 10.00, paragraphs 12 and 13, for situations of urgent need of assistance. This will allow for rapid reallocation of project funds in the event natural or manmade crisis in the future, during the implementation of the project. This component will have no funding allocation initially, but will be used to draw resources from the unallocated expenditure category and/or allow the government to request the WB to reallocate financing from other project components to cover emergency response and recovery costs, if approved by the WB.

COMPONENT 5 - Project Management

This sub-component will cover: (a) strengthening the capacity of the Project Steering Committee for overall Project coordination; and (b) strengthening the capacity of the Project Implementation Unit for project management, coordination, monitoring and evaluation, including: (i) fiduciary (i.e. financial and procurement management); (ii) environmental and social assessments; (iii) preparation of project reports; and (iv) monitoring and evaluation.

SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

The specific sites for infrastructure investments and their scope will be determined during project preparation based on the government’s detailed assessments of priority needs within the target regions in consultation with local population and authorities and detailed technical studies to be undertaken. The general areas include sites hosting refugees in Diffa region and along the Malian border in Tillaberi, Tahoua and Agadez regions.



B. Borrower’s Institutional Capacity for Safeguard Policies

The Government of Niger has previously successfully implemented Bank-financed projects for which Environmental and Social Impact Assessments (ESIAs), Environmental and Social Management Frameworks (ESMF), Resettlement Policy Frameworks (RPFs), Resettlement Action Plans (RAPs) and Pest Management Plans (PMPs) were approved by the Bank.

The Bureau des Evaluations Environnementales et des Études d’Impacts (BEEEI), the National Environmental Agency (NEA), and its decentralized structures, have the capacity to assure the external monitoring of the implementation of the of the ESMF, RPF and PMP under the project, including ensuring and validating that the provisions of the ESMF and RPF, leading to further sub-projects environmental and social assessments, are followed (i.e., sub-projects categorization, review, clearance and monitoring of the sub-project-specific EIAs/EMPs and RAPs), on behalf of the Government.

Overall project environmental and social safeguards compliance, with national laws and regulations and applicable World Bank operational policies and procedures, will be devolved to BEEEI.

C. Environmental and Social Safeguards Specialists on the Team

Demba Balde, Social Safeguards Specialist

Emmanuel Ngollo, Environmental Safeguards Specialist

D. Policies that might apply

| Safeguard Policies | Triggered? | Explanation (Optional) |
|--|------------|---|
| Environmental Assessment OP/BP 4.01 | Yes | The project will rehabilitate and upgrade infrastructures in several locations. As the sites and works are not yet finalized, an Environmental and Social Management Framework (ESMF) will be prepared, consulted upon, and disclosed both in-country and at the World Bank Website before appraisal. The ESMF will formulate standard methods and procedures, along with clear institutional arrangements for screening, review, approval, implementation and monitoring of sub-project-specific safeguards instruments (Environmental and Social Management Plans ESMPs, Environmental and Social Impact Assessments ESIAs) as necessary. These instruments will also be consulted upon and disclosed in-country and at World Bank Website. A Social Assessment will be conducted in parallel to complement the safeguards documents. |
| Performance Standards for Private Sector Activities OP/BP 4.03 | No | |
| Natural Habitats OP/BP 4.04 | No | Due to the location of interventions in areas where infrastructure and/or productive activities were already in place, no negative impacts to critical or sensitive natural habitats are expected. |
| Forests OP/BP 4.36 | No | No interventions are financed in forest areas, nor do they involve forests. |



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| Pest Management OP 4.09 | Yes | Although procurement of pesticides is not envisaged under the project, it is expected that intensification of agricultural production and productivity will likely lead to an increased use of pesticides. The Government will update its existing Pest Management Plan and submit it to the Bank for clearance and then disclosure in-country and at World Bank website, prior to appraisal. |
| Physical Cultural Resources OP/BP 4.11 | Yes | The Physical Cultural Resources Policy (OP 4.11) is triggered because Niger is viewed as a rich cultural heritage area. Though it is unknown at this time which sites may contain such resources, due to the lack of specifics on the locations, size, scale of planned investments under the project. Chance Find Procedures will be applied as indicated in the ESMF. The ESMF will address potential impacts and includes suggested mitigation measures. |
| Indigenous Peoples OP/BP 4.10 | No | There are no Indigenous Peoples in the project area. |
| Involuntary Resettlement OP/BP 4.12 | Yes | OP 4.12 is triggered due to the potential impacts related to civil works, which may lead to minor land acquisition, loss of assets and/or access to resources. A Resettlement Policy Framework (RPF) will be prepared, consulted upon, approved and disclosed in-country and at the World Bank website prior to appraisal. The RPF will formulate standard methods and procedures, along with clear institutional arrangements for screening, review, approval, implementation and monitoring of sub-project-specific safeguards instruments such as Resettlements Action Plans (RAPs) if necessary. |
| Safety of Dams OP/BP 4.37 | No | The project will not finance the building of dams and is not supporting dam infrastructure. Subject to technical studies the project may finance local flood prevention structures that may temporarily retain excess water during peak volume events, but which do not pose dam safety issues. |
| Projects on International Waterways OP/BP 7.50 | No | OP 7.50 is not triggered as there are no infrastructure investments likely to affect water flow of Niger or Komadougou international waterways under the project. |
| Projects in Disputed Areas OP/BP 7.60 | No | OP 7.60 is not triggered as there are no known disputes over project areas. |



E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Feb 13, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

An Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF) will be developed, the Pest Management Plan (PMP) will be updated. All three documents will be submitted to the Bank for clearance and then disclosed in-country and at the World Bank website, prior to appraisal.

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Stratégie de Développement et de Sécurité dans les zones sahélo sahariennes du Niger (SDS)

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APPROVAL

| | |
|----------------------|-------------------|
| Task Team Leader(s): | Sabine W. Beddies |
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Approved By

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|---------------------------|-----------------|-------------|
| Practice Manager/Manager: | Sylvie Debomy | 23-Feb-2018 |
| Country Director: | Michael Hamaide | 29-May-2018 |