

**PROJECT INFORMATION DOCUMENT (PID)
APPRAISAL STAGE**

Report No.: PIDA8642

Project Name	Regional Sahel Pastoralism Support Project (P147674)
Region	AFRICA
Country	Africa
Sector(s)	Animal production (60%), General agriculture, fishing and forestry sector (40%)
Theme(s)	Other environment and natural resources management (40%), Rural services and infrastructure (30%), Regional integration (20%), Rural policies and institutions (10%)
Lending Instrument	Investment Project Financing
Project ID	P147674
Borrower(s)	Ministry of Animal Resources, Ministry of Livestock, Ministry of Rural Development, Ministry of Livestock and Animal Production, Ministry of Livestock and Hydraulics, Ministry of Livestock
Implementing Agency	CILSS Permanent Interstate Committee for Drought Control in the Sahel
Environmental Category	B-Partial Assessment
Date PID Prepared/Updated	31-Mar-2015
Date PID Approved/Disclosed	31-Mar-2015
Estimated Date of Appraisal Completion	20-Mar-2015
Estimated Date of Board Approval	26-May-2015
Appraisal Review Decision (from Decision Note)	The Chair authorized the team to proceed with appraisal and negotiations, subject to the finalization and clearance of the safeguards documents which will have to be disclosed and published. The project will be presented as a full board project on May 26, 2015. The Regional ESMF and the Regional RPF documents were cleared after the ROC meeting on March 18 and March 19, 2015 respectively.
Other Decision	The ROC meeting endorsed the objectives, scope and design of the project. The PDO was endorsed by the meeting without any changes. However, issues were raised regarding the PDO indicator related to severe conflicts over access to grazing in targeted zones, as well as the intermediate result indicator related to conflicts. The meeting suggested that they be dropped from the results framework. Some improvements to further enhance the quality of the PAD were noted based on written comments received and ROC meeting discussions. The meeting noted the efforts made in bringing all six countries and the regional level up to speed during

	preparation, in order to move in a coherent and cohesive fashion. As such, the meeting noted the clear implementation arrangements made at national and regional level. The meeting agreed with the proposed overall risk rating of “substantial”.
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I. Project Context

Country Context

Pastoralism, the extensive, mobile rearing of livestock on communal rangelands, is the prevailing livelihood and production system practiced in the world’s arid and semi-arid lands (ASALs). Recent estimates indicate that 50 million of the world’s 120 million pastoralists and agro-pastoralists reside in Sub-Saharan Africa. In the Sahel, ASALs represent more than 75 percent of the land area and support an estimated 20 million pastoralists, along with an estimated 60 million cattle and 160 million small ruminants.

Within and across Sahelian countries, large numbers of people—and at least half of all pastoralists—have been displaced in the wake of drought, famine, and conflict. Some countries are living with a legacy of civil war and other forms of instability. Countries bordering the Sahel have sparked insecurity in the region, unleashing a rise in trafficking and other criminal activities in some areas, along with spates of violence, incursions of extremism, and even terrorism. Increasing insecurity in the Sahel also contributes to the vulnerability of pastoral communities. In this context, increasing attention has turned to the connections between pastoralism and the factors that drive or mitigate conflict and instability.

Amid these destabilizing influences, an extensive trade in livestock (mostly live animals) continues to show promise. Livestock are the most valuable agricultural commodity traded in West Africa and a mainstay of Sahelian economies. The livestock trade links the Sahelian countries to the Atlantic coastal countries, which are net importers of animal products, and contributes significantly to national GDP (10–20 percent of GDP and 30–50 percent of agricultural GDP). In Niger and Chad, the livestock sub-sector is the second-highest export earner after uranium (Niger) and petroleum (Chad), with pastoralists and agro-pastoralists supplying 80 percent of production. Throughout West Africa, the production systems of Sahelian pastoralists provide an income for 80 million people and supply a significant portion of the meat and the milk consumed in urban areas.

In the medium term, demand for livestock products in Africa should grow very significantly, propelled by increased urbanization and incomes. By 2050, demand for meat is projected to reach 34.8 million tons, and demand for milk will reach 82.6 million tons, an increase of 145 and 155 percent, respectively, over 2005/07 levels. If current policies persist, however, production is unlikely to keep pace with consumption, and Africa will increasingly become a net importer of livestock products.

Pastoralists’ economic importance to Sahelian countries is beyond dispute, yet they remain one of the most marginalized and vulnerable segments of the population. Among African pastoralists, the incidence of extreme poverty ranges from 25 percent to 55 percent. The percentage in the Sahel is estimated at 40 percent. Protecting the sustainability and potential of pastoralist production systems and the stability they confer upon this impoverished population are major strategic concerns for the region.

The Sahel is an environment where severe climatic variability—characterized by rainfall that is highly scattered and unpredictable over time and space, and droughts that are unpredictable but periodic and expected—is the norm rather than the exception. Even so, funds have been more readily available to respond to the emergencies unleashed by natural disasters than to prepare for them and mitigate their risks, although the costs of dealing with emergencies are far higher.

Climate change is likely to worsen and intensify the frequency and magnitude of droughts and floods in the region. Pastoralists have sought to take advantage of new economic opportunities and means of communication, but over the last several decades, their traditional livelihoods have become more tenuous as droughts of varying intensity have stricken with increasing frequency, severely challenging the natural resource base. In 2009/10, for example, drought killed more than 4.8 million livestock of all species (about 25 percent of the herd) in Niger's pastoral areas. The direct economic loss from that drought was estimated at nearly US\$ 700 million. It is not only the immediate loss of animals and incomes that matters, however. Droughts dramatically alter the herd structure. Herds may need 10 years or more to recover—years in which pastoralist households become less resilient with successive droughts, the resource base suffers repeated damage, and pastoralist systems enter a decline that becomes challenging to reverse.

In summary, the pastoralists and pastoralism in the Sahel face several challenges at the regional and country levels that demand attention. Policy and institutional reforms, as well as investments in improving the productivity and resilience of pastoral production systems, are required to ensure that the economic opportunities generated by this growing demand translate into widespread benefits for pastoral and agro-pastoral populations. The proposed Regional Sahel Pastoralism Support Project (Projet Régional d'Appui au Pastoralisme au Sahel, PRAPS) intends to build resilience over the longer term while establishing a contingency emergency response mechanism that permits participating countries to reallocate funds and rapidly address any serious natural catastrophe that disrupts resilience-building efforts and causes hardship among the project's beneficiaries.

Sectoral and institutional Context

Seasonal and trans-boundary mobility define pastoralists' livelihoods and are their primary means of coping with drought and conflict. The ecosystems from which pastoralists derive their livelihoods extend across national borders; so do the market networks that provide opportunities for income growth. Transhumance and marketing routes in the Sahel (Map 1) reveal the regional nature of the pastoral economy and the interdependence between countries, which extends from the border with Sudan to the Atlantic coast.

Competition over natural resources, especially land and water, along with the erosion of traditional range management and tenure systems, have inflamed conflicts among pastoralists and between pastoralists and settled farming populations in the Sahel over the past three decades. The prevailing political, ethnic, and religious tensions add fuel to the flames. The increased circulation of firearms in many countries has made traditional raids and cattle theft more deadly. Demographic trends clearly imply that a growing number of young, uneducated pastoralists will never make a living from pastoralism alone. Under these circumstances, they are easily persuaded to work for traffickers and armed groups.

Experience with projects in arid and semi-arid settings in West, Central, and East Africa demonstrates that problems limiting pastoralists' resilience often are regional in nature and require

regional solutions. Threats related to climate change and other forms of instability, along with new settlements, large-scale development schemes, and border controls, are making traditional transhumance routes less accessible, marketing corridors more dangerous, and livestock production more risky. Channeling herds through a smaller number of routes will almost certainly degrade those areas in the absence of an appropriate management system. Trans-boundary migration is part of the regional solution, because it permits rangelands in the ASALs to be used and protected efficiently and enables adaptation to climate change. Access to livestock markets also requires trans-boundary mobility. The prospects for income growth increase as pastoralists become integrated into West Africa's increasingly dynamic regional and national livestock markets.

Building on the collective action of the countries in the region, the proposed project will deliver a set of public goods that address the challenges and build on the opportunities created by this changing environment, including transboundary animal diseases, shared rangelands and water resources, cross-border trade, market information, and pastoral risks, including shocks (droughts, conflicts). All of these challenges and opportunities cut across national borders and have key regional dimensions.

The Nouakchott Declaration on Pastoralism (adopted in October 2013) recognizes the profound need for well-coordinated regional interventions to address issues related to pastoralism. Preparations for the Nouakchott forum revealed an ample institutional base for regional collaboration. Regional priorities identified to date reflect the opportunities and challenges just mentioned: market access and trade (including pastoral mobility, trans-boundary crossing and animal disease control, trade promotion and market development, and transportation development), natural resource management (including access to land and water), migration and livelihood strategies, and conflict prevention and disaster risk management.

The proposed project stems directly from the Nouakchott Declaration, which calls for rapid progress toward a medium-term action program to be managed by the Permanent Interstate Committee for Drought Control in the Sahel (Comité Permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel, CILSS) under the political leadership of the Economic Community of West African States and West African Economic and Monetary Union (ECOWAS and WAEMU), plus Chad and Mauritania. Leaders of the six Sahelian countries have called on technical and financial partners to respond to their requests to mobilize resources at the appropriate level and for the required period in support of Sahel pastoralism. The World Bank committed to formulating a regional project that would foster rapid progress in securing pastoral activities, and contribute to increasing the economic weight of the livestock sub-sector, and to sustainably raising the incomes of Sahelian pastoral groups. As a direct follow-up, CILSS organized a regional workshop in January 2014 to build momentum for preparing PRAPS and to establish the Sahel Regional Task Force on Pastoralism (TFRP)—an ad hoc discussion and decision-making forum in which all regional stakeholders participate.

II. Proposed Development Objectives

The Project Development Objective (PDO) is to “improve access to essential productive assets, services, and markets for pastoralists and agro-pastoralists in selected trans-border areas and transhumance axes across six Sahel countries, and strengthen country capacity to respond promptly and effectively to pastoral crises or emergencies.” In this way, the proposed project will support improved productivity, sustainability, and resilience of pastoral livelihoods, as prioritized in the Nouakchott Declaration on Pastoralism.

The PDO will be achieved through a combination of strategic investments, capacity building, and policy dialogue. The pastoral population includes all people (active and inactive persons of all ages) who are members of a livestock-keeping household that: (i) obtains at least 90 percent of its animal feed requirement from grazing natural vegetation and (ii) derives at least 50 percent of its income from livestock. The agro-pastoral population includes all people (active and inactive persons of all ages) who are members of a livestock-keeping household that: (i) obtains 10 percent or more of its animal feed requirement from crop residues and (ii) derives at least 50 percent of its income from cropping activities.

The main beneficiaries of PRAPS will be pastoralists and agro-pastoralists in Burkina Faso, Chad, Mali, Mauritania, Niger, and Senegal; specific trans-boundary geographic areas and transhumance axes are prioritized in each of these six countries. The proposed project is expected to benefit 2,070,000 people directly (200,000 in Burkina Faso, 400,000 in Chad, 440,000 in Mali, 400,000 in Mauritania, 400,000 in Niger, and 230,000 in Senegal) whose livelihoods rely mainly on pastoral activities, including but not limited to livestock keeping or marketing. Target groups include women and youth, who will benefit from the project's overall activities and from activities specifically addressing their needs whenever possible. Secondary beneficiaries include service providers (both public and private), as well as national and regional institutions. CILSS will be a major institutional beneficiary of this project, alongside CRSA (Centre Régional de Santé Animale, the ECOWAS Regional Animal Health Center, based in Bamako) and other regional coordinating partners at the technical level. Under the harmonized approach of the Alliance Globale pour la Résilience (Global Alliance for Resilience, AGIR) partnership, the goals of PRAPS and other development partners are expected to align to strengthen coordination and monitoring capacities within the Sahel.

III. Project Description

Component Name

Animal Health Improvement

Comments (optional)

Two sub-components are included:

Sub-Component 1.1 - Upgrading infrastructure and strengthening national veterinary services' capacities

Sub-Component 1.2 - Support for the surveillance and control of priority Animal diseases and veterinary medicines

Component Name

Natural Resource Management Enhancement

Comments (optional)

Two sub-components are included:

Sub-component 2.1 – Improved access to natural resource and sustainable rangeland management

Sub-component 2.2 - Sustainable management of infrastructure for access to water

Component Name

Market Access Facilitation

Comments (optional)

Two sub-components are included:

Sub-component 3.1 - Support to market infrastructure and information systems

Sub-component 3.2 - Support to producer and inter-professional organizations, and trade facilitation

Component Name

Pastoral Crisis Management

Comments (optional)

Two sub-components are included:

Sub-component 4.1 - Pastoral crisis preparedness and livelihood diversification

Sub-component 4.2 - Contingency Emergency Response (US\$0 sub-component)

Component Name

Project Management and Institutional Support

Comments (optional)

Two sub-components are included:

Sub-component 5.1 – Project Coordination, Fiduciary Management, M&E, Data Generation and Knowledge Management

Sub-component 5.2 - Institutional Support, Capacity Building, Advocacy and Communication

IV. Financing (in USD Million)

Total Project Cost:	248.00	Total Bank Financing:	248.00
Financing Gap:	0.00		
For Loans/Credits/Others			Amount
BORROWER/RECIPIENT			0.00
International Development Association (IDA)			248.00
Total			248.00

V. Implementation

The Systematic Operations Risk-rating Tool (SORT) has been used to evaluate risks across the proposed project and will continue to be used to monitor risks during implementation. The focus is on risks to development results associated with PRAPS—the risks of failing to achieve the intended results, and the risks that the project might cause unintended (possibly negative) results. Below is a summary and rating of the major risks associated with the proposed project.

Risk category	Rating
1. Political and governance	H
2. Macroeconomic	S
3. Sector strategies and policies	M
4. Technical design of project	S
5. Institutional capacity for implementation and sustainability	S
6. Fiduciary	S
7. Environment and social	M
8. Stakeholders	S
Overall	S

The overall implementation risk is substantial, primarily owing to risks of political instability and conflict in the Sahel, the fragile macroeconomic context, and institutional weaknesses, including financial management and procurement risks among the implementing agencies. PRAPS could be derailed by high degrees of political instability and insecurity in the region. One country has recently emerged from conflict (Mali), and two of the six countries involved are considered fragile

states (Chad and Mali). Governance factors and serious insecurity concerns in pastoral areas could severely affect the project's capacity to achieve the PDO. At the regional level, the major risks relate to the ability of ECOWAS/WAEMU to provide effective political leadership to technical institutions such as CILSS and CRSA, as well as the capacity of CILSS and CRSA to perform their regional coordination role effectively.

The Agriculture Global Practice and the Fragility, Conflict, and Violence Cross-Cutting Solutions Area (FCV-CCSA) are leading an initiative that will help the two regional projects on pastoralism in Africa (PRAPS and RPLRP) to understand and leverage their impacts on stabilization and conflict prevention. The initiative will also help to promote the exchange of knowledge and expand the knowledge base related to the connections between pastoralism and stability in the Sahel and Horn of Africa, in collaboration with interested partners, including national governments and the two regional implementation agencies.

Progress at the macroeconomic level remains uncertain, and democratic systems remain weak across the Sahel, where decentralization processes have barely started. All countries show macroeconomic imbalances and substantial vulnerability to external shocks, with limited room for policy adjustment. Tight fiscal space requires difficult decisions, which may affect the availability of counterpart funds.

All countries are implementing strategies that include the development of pastoralism and are generally adequate for the purposes of PRAPS, with no adverse impact on the PDO. Funding for the livestock sub-sector still is not commensurate with the economic weight of the livestock trade, however. Efforts to harmonize policies for the livestock sub-sector across West Africa are proceeding, to the extent that International Transhumance Certificates have been developed, for example. Regional harmonization needs to continue, and regional policies need to be enforced—which often remains a sticking point. Two countries participating in PRAPS are not ECOWAS members (Chad and Mauritania).

The regional nature of the proposed project, including the large number of participating countries and institutions, makes it a complex operation. The multi-faceted nature of pastoralism adds another layer of complexity, as it did for RPLRP in the Horn of Africa. For these reasons, the preparation process focused on simplifying implementation arrangements (which are the same for every country), as well as simplifying the panel of technical activities to be promoted under PRAPS.

The clients have experience with the kinds of activities included in PRAPS, but the implementing agencies have a diverse range of experience in working with World Bank procedures, and institutional capacity is generally weak in these countries. Capacity building and institutional strengthening are key activities within the project. Action plans to mitigate fiduciary risks have been included for each institutional partner, and all six countries and CILSS benefited from PPAs to become familiar with operational work. The Country Assistance Strategies/Partnership Strategies for each country have developed risk mitigation measures, all of which include activities and mechanisms to strengthen accountability in institutions.

The likelihood that environmental risks (such as drought) will adversely affect the proposed project has been taken into consideration, with the result that a contingency response mechanism is part of the design. Although the project is expected to lead to many social benefits and positive effects (on poverty and equity, for women, and for other vulnerable groups, for example), difficulties may arise between pastoralist groups or between pastoralists and sedentary rural communities over access to

investments supported under the project.

At the national level, some stakeholders may also question the project's regional focus, although the project was developed through extensive consultation in which the rationale and benefits of the supranational approach were closely examined and discussed. The approach has been strongly supported by all stakeholders throughout the project's preparation, and other donors have been consulted to ensure complementarity. At the local level, however, fundamental approaches such as the improvement of mobility for pastoralists may not always be well understood. It is also possible that duplication or inconsistencies may arise with similar activities supported by NGOs or other donors.

VI. Safeguard Policies (including public consultation)

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	x	
Natural Habitats OP/BP 4.04	x	
Forests OP/BP 4.36		x
Pest Management OP 4.09	x	
Physical Cultural Resources OP/BP 4.11	x	
Indigenous Peoples OP/BP 4.10		x
Involuntary Resettlement OP/BP 4.12	x	
Safety of Dams OP/BP 4.37		x
Projects on International Waterways OP/BP 7.50		x
Projects in Disputed Areas OP/BP 7.60		x

Comments (optional)

VII. Contact point

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