

# PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: PIDC3625

<b>Project Name</b>	Regional Sahel Pastoralism Support Project (P147674)
<b>Region</b>	AFRICA
<b>Country</b>	Africa
<b>Sector(s)</b>	Animal production (60%), General agriculture, fishing and forestry sector (40%)
<b>Theme(s)</b>	Rural services and infrastructure (40%), Regional integration (20%), Rural policies and institutions (20%), Other environment and natural resources management (20%)
<b>Lending Instrument</b>	Investment Project Financing
<b>Project ID</b>	P147674
<b>Borrower(s)</b>	Republic of Mali, Republic of Burkina Faso, Republic of Senegal, Republic of Chad, Islamic Republic of Mauritania, Republic of Niger
<b>Implementing Agency</b>	CILSS Interstate Committee for Drought Control in the Sahel
<b>Environmental Category</b>	B-Partial Assessment
<b>Date PID Prepared/ Updated</b>	12-Feb-2014
<b>Date PID Approved/ Disclosed</b>	28-Feb-2014
<b>Estimated Date of Appraisal Completion</b>	13-Feb-2015
<b>Estimated Date of Board Approval</b>	15-Apr-2015
<b>Concept Review Decision</b>	

## I. Introduction and Context

### Country Context

1. Pastoralism is a unique, ancient system of activity in the Sahel that sustainably exploits a very restricted agro-climatic territory. It combines the productive use of natural resources in marginal areas, the sustainable management of these resources, soil conservation, the preservation of biodiversity, and adaptation to climate variability.

2. The Sahel's pastoral population is estimated around 20 million, but precise figures are lacking, partly because of their mobility and also because these populations seldom constitute discrete statistical categories. The livestock population is estimated at 60 million cattle and 160 million small ruminants. Worldwide, pastoralists constitute one of the poorest population sub-

groups.

3. Pastoralism is one of the Sahel's dominant ways of living and is by far the main economic activity on the fringes of the Sahara, a zone that has recently become very unstable. Evidence indicates that the incidence of poverty is very high among pastoralists. At the same time, the population living off pastoralist activities has recently experienced high demographic expansion, and the pastoralist economy is struggling to provide decent livelihoods to increasing numbers of youths. Climate change and lack of services have also majorly impeded the development of the pastoralist economy. Despite vital role in global food security and capacity for production on land otherwise unsuitable to agriculture, pastoral groups around the world are in a persistent state of crisis. Competition over natural resources, especially land, is an issue of major concern and cause of conflict among the pastoral and farming populations on the fringes of the Sahara. In many countries, pastoral groups are among the most politically and socially marginalized people, and the increased circulation of firearms has made traditional raids and cattle rustlings even more deadly. Together these factors leave pastoralist groups increasingly prone to radicalization and recruitment by insurgent groups, as in the case of Mali.

4. Although African pastoral ecosystems are the ancestral homeland to a substantial portion of the population, pastoralism is far from static. In many areas, pastoralists are adapting to new trends, such as new economic opportunities and better access to modern means of communication. However, today, the adaptive power that pastoral societies have shown over the past 4,000 years is threatened. Major changes, climatic as well as socioeconomic, agro-ecological and institutional, are disrupting pastoral systems. It is crucial to strengthen the resilience of pastoral groups by implementing appropriate public policies and securing strategic investments, which can prevent eventual crises and conflicts escalation and lead to more productive systems.

5. A significant contribution to the agricultural sector: animals and their associated products are self-consumed, sold in national markets or exported to the growing coastal cities. In all, they account for up to 65 percent of the beef supply in West Africa. Their direct economic value takes into account measurable and quantifiable production, but the economic weight of the livestock sector should also include animal-drawn transportation and jobs directly related to domestic animal rearing. In Sahel countries, the livestock sector makes a very significant contribution to national wealth and is a major source of revenue for local governments. Difficult-to-quantify indirect economic values should also be taken into account, with grazing as a means of ecological regeneration as part of the collective management of natural resources. Additional indirect benefits include (i) related products like artisanal products and gathered substances (gum arabic, honey, medicinal substances, and bicarbonate); (ii) the social capital represented by herders' technical and organizational know-how; (iii) cultural wealth and social bonds; and (iv) livestock-based savings, readily accessible and quickly realizable at household level. Finally, the importance of pastoralism needs to be appreciated beyond producing countries. Analysis of transhumance and marketing routes reveals the broadly regional nature of the pastoral economy and interdependence between countries.

6. A factor for security when conflicts arise, as pastoral stock-raising is a major factor in political security: However, the changes underway naturally intensify issues of competition for access to resources between pastoralism and agriculture (including agro-industrial development), as well as wildlife (through protected areas). The rise of armed conflicts in the northern Sahel underscores the importance of a strong pastoral system that is lucrative and socially organized, as

the only possible bulwark against insecurity and criminality. Many regard improving the pastoralist economy as a key way to improve the region's stability, but it is unclear exactly how this would happen.

7. A system challenged by change: globalization and regional development dynamics closely affect the sub-Saharan pastoral world through (i) price fluctuations on international agricultural markets, (ii) changes in urban demand, (iii) conversion of pastoral routes for use by agriculture, (iv) competition for access to resources, (v) insecurity and conflicts. In the face of these challenges, the rapid spread of mobile telecommunications, radio and television have improved the population's access to information, and hence their strategic and organizational capacity. The Sahel strip often experiences a pronounced forage shortfall and recent trends heightens the risks of tension and conflicts over resources. Today, this situation is aggravated by the current conflict in northern Mali, which is disturbing the traditional transhumance routes. Politically, decentralization and the transfer of natural resources management to rural townships are creating an opportunity for herders while also creating new risks.

8. Changes demand strengthened resilience among pastoral societies: droughts remain one of the major triggers for crises in pastoral regions, but the resilience of pastoral systems can be improved by strengthening the political inclusion of herdsmen, and through strategic investments. At the same time, the consequences of droughts are well known, and it is possible to prepare for them in order to limit their severity and their impact on populations. Over the last thirty years, conflicts have multiplied in Africa: in frequency, intensity and impact. They mostly originate in competition for access to resources, and in the erosion of traditional management systems, heightened by political, ethnic and/or religious tensions. It is essential to strengthen the resilience of pastoral populations in order to deal with crises which frequency and intensity may unfortunately increase. Strengthening resilience means working on a continuum of actions that combine preventive interventions (early-warning system) and humanitarian measures (social safety nets) with development efforts.

### **Sectoral and Institutional Context**

9. The Nouakchott Declaration on Pastoralism is the most recent reference as it was adopted on October 29, 2013. Preparation for this forum reassessed that several institutional dynamics and coalitions already exist and need to be fully considered:

- The African Union Policy Framework for Pastoralism in Africa (2001), as the first political initiative on the continent aiming to ensure, protect, and improve life, subsistence, and the rights of African pastoralists.
- The Comprehensive Africa Agriculture Development Programme (CAADP/NEPAD - 2003), under which the six countries developed sector policies and strategies, which are embodied in their National Agricultural Investment Programs (NAIP) and in the Regional Agricultural Investment Program (RAIP) of ECOWAS, defining strategic options and regional activities for pastoral development.
- The Global Alliance for Resilience – AGIR Sahel and West Africa (2012), which places pastoralism among its top priorities, as well as the national and international strategies for regional stabilization and long-term development of the Sahelo-Saharan areas.
- The N'Djamena Declaration, adopted in May 2013, is a major reference that summarizes the existing frameworks and defines the priorities for a policy of support to regional pastoralism, closely linking development and security issues.

10. The formulation of the Regional Sahel Pastoralism Support Project (PRAPS/Projet Régional d'Appui au Pastoralisme au Sahel) stems directly from the Nouakchott Declaration which calls for rapid progress toward a medium-term action program encompassing institutional supports, policy reforms, and investments, managed by CILSS and under the political leadership of WAEMU/ECOWAS (plus Chad and Mauritania). The leaders of the six Sahel countries have called the technical and financial partners to respond to their requests to mobilize resources at the appropriate level and for the required period of time in support of Sahel pastoralism and, more generally, of livestock production in the sub-region.

11. Recipients Commitment: there is a strong client commitment to this regional approach at all levels. Central to ECOWAS, WAEMU and CILSS vision is recognition of the value of regional collaboration and, beyond that, the need for regional collective action among countries and their partners. The countries have expressed their willingness to include this approach as part of their upcoming or ongoing operational frameworks within the agriculture sector (i.e. National Agriculture Investments Programs-NAIPs, country Resilience Priorities-AGIR/PRP, etc). The proposed project would support activities at the country level towards the realization of a regional vision and objectives, and in coherence with efforts already underway and/or planned in national and regional strategies and programs.

12. Rationale for a regional approach: the Nouakchott Declaration on Pastoralism recognizes that there is a profound need for well-coordinated interventions that address pastoralism issues at the regional level. Regional priorities identified so far are market access and trade (including pastoral mobility, trans-boundary crossing and animal disease control, trade promotion and market development, transportation development, etc.), trans-boundary natural resource management (including access to land and water), trans-boundary migration and livelihood strategies, and conflict prevention and disaster risk management. Key regional interventions would encompass policy work, infrastructure development and other strategic investments for regional public goods (such as animal health, for example), as well as institutional building and capacity development. Past experiences in West Africa have demonstrated that national approaches to pastoralism, characterized by its mobility including cross-border mobility, are not sufficient to address issues that have regional and cross-border dimensions. Building on the collective action of the countries, the PRAPS seeks to address a set of regional public goods. The pastoral systems are trans-boundary by nature, and pastoralists also migrate across borders as a coping strategy against droughts and conflicts. The sector constraints and problems cut across national borders and are of a fundamental regional nature : Sahel countries need to work together to be more effective, and also more efficient in their responses. The PRAPS seeks to coordinate investments in shared natural resources and in sub-regional infrastructure networks, exchange knowledge & information, coordinate monitoring and responses to shocks, manage cross-border conflicts, and ultimately harmonize policies.

### **Relationship to CAS**

13. The willingness of the six recipient countries to collaborate and increase the GDP earned from livestock/pastoralism, and the governance and policy reforms that would be necessary to do so, is fully in line with the World Bank's objective to promote shared economic growth in Africa through the implementation of the Africa Action Plan (AAP). In addition, a review of the implementation of the AAP by the World Bank recommended increasing attention to environmental management, specifically to reduce the cost of environmental degradation and improve the use of natural resources, in part through helping countries "undertake reforms in natural resources management policies". Finally, the management of shared resources has been identified as priority

action in the World Bank's Strategy for Regional Integration.

14. The Project contributes to the Bank's Africa Development Strategy . In particular, it relates to Pillar 2 implementation (vulnerability and resilience), geared towards preventing or mitigating the effects of shocks such as those originating from natural disasters while also strengthening public sector capacity by supporting mutual learning among Sahel countries. The PRAPS derives from the recent World Bank initiative for the Sahel and has been acknowledged as an important outcome of the newly developed World Bank strategy for the Sahel.

15. As a core partner to the CAADP process and to its operational implementation at regional/national level, the World Bank has consolidated strong practical experience for agriculture and livestock development in the region: it ranges from policy dialogue, to investment lending and/or budgetary support targeted to national programs, as well as capacity development and institutional support programs. The regional approach of the project is fully aligned with the overarching goal of the Regional Integration Assistance Strategy (RIAS) for Sub-Saharan Africa, through supporting institutional cooperation and economic integration with a particular focus on regional policy harmonization (Pillar 2).

16. At the country level, the project will enhance the resilience of key ecosystems and people, particularly poor people who are more dependent on natural resources. The proposed PRAPS supports the main objectives articulated in national development strategies and policies, and is fully consistent with each of the Country Partnership Strategies (CPS) for the six countries involved, placing the agriculture sector at the center of the agenda of economic growth, resilience and job creation:

- For Burkina Faso, the recently approved CPS (FY2013-2016) is derived from the Government's Medium Term Vision contained in the Strategy for Accelerated Growth and Sustainable Development (SCADD 2011-2015). The PRAPS is in line with the three main strategic objectives of the CPS, namely: (i) acceleration of inclusive and sustained growth; (ii) enhancement of governance for delivering social services more efficiently; and (iii) reducing social, economic and environmental vulnerabilities.
- For Chad, the PRAPS is fully consistent with the goals set out in the Bank's Interim Strategy Note (ISN) which supports re-engagement in the agriculture sector with an aim to increase productivity. It is in line with the Republic of Chad's main framework for promoting growth, poverty reduction and food security, which is the second phase of the National Food Security Program 2011-15 (Programme National de Sécurité Alimentaire - PNSA).
- For Mali, the PRAPS is fully aligned with the goals set out in the Bank's CPS (2008), the National Investment Program in Agriculture, the Government's Agricultural Orientation Law (LOA 2005), and the current Agricultural Development Policy (PDA 2013). The proposed operation is consistent with the Bank's current re-engagement in Mali .
- For Mauritania, the PRAPS directly supports the five pillars of the Mauritania CPS for FY14-16, which is in line with the country Rural Development Strategy and its priority agricultural investment program for 2014-2019 . The new legal framework for agriculture (LOA: loi d'orientation agricole) also plans for the development of pastoralism.
- For Niger, the PRAPS strongly fits into the strategic objectives of the CPS (2013-2016) which are to assist the country achieve resilient growth, reduce vulnerability, and strengthen capacity for service delivery. The CPS is fully aligned with the 2012 Government Plan for Social & Economic Development (PDES) and the Bank Strategy for Africa.

- For Senegal, the PRAPS is fully consistent with the National Economic and Social Development Strategy (SNDES: Stratégie Nationale de Développement Economique et Social) which aims to increase the production, productivity and competitiveness of the livestock sector. It is also in line with the Senegal CPS (FY2013-2017), namely Pillar 1: Accelerating inclusive growth and creating employment. The PRAPS will support the existing regional integration agenda of the CPS to deepen integration, leverage additional IDA funding, and build knowledge across the region.

## II. Proposed Development Objective(s)

### Proposed Development Objective(s) (From PCN)

17. The proposed Project Development Objective is “to enhance livelihood resilience of pastoralists in cross-border drought prone areas of selected countries”. This will be achieved through a combination of (i) policy reforms, (ii) capacity building, and (iii) investments.

18. The resilience of a household depends primarily on the options available for making a living. Livelihood resilience under PRAPS is defined as: (i) sustained and maintained assets of pastoralists; (ii) sustained and maintained means of making a living; and (iii) strengthening of livelihood activities and income.

19. Project Beneficiaries: the main beneficiaries will be pastoralists in Burkina Faso, Chad, Mali, Mauritania, Niger and Senegal; some specific trans-boundary geographic areas will be prioritized in each of these six countries. It is expected that the project will directly benefit 800,000 households (110,000 in Burkina Faso, 150,000 in Chad, 130,000 in Mali, 160,000 in Mauritania, 150,000 in Niger and 100,000 in Senegal) whose livelihoods mainly rely on pastoral activities, including but not limited to livestock keeping, processing or marketing. Secondary beneficiaries will be services providers (both public and private), as well as national and regional institutions. The RECs (ECOWAS/WAEMU) and CILSS will be major institutional beneficiaries of this project, aside of the OIE/CRSA (Regional Animal Health Center, based in Bamako) and other regional coordinating partners at technical level. It is expected that the PRAPS, together with other major partners (EU cooperation, AFD, Arab funds,...), will align to strengthen coordination and monitoring capacities within the Sahel under the harmonized approach of the AGIR partnership.

### Key Results (From PCN)

20. The key PDO indicators will indirectly measure the three dimensions of the livelihood resilience concept under PRAPS, and are consistent with a similar pastoralism support project for the Horn of Africa:

- Percentage death rate of livestock (cattle, camel, goat and sheep) per pastoral household targeted by the project.
- Percentage in birth rate per type of livestock (cattle, camel, goat and sheep) per pastoral household.
- Volume and real value of animals and animals’ products cross-border traded in selected markets (number).
- Number of direct project beneficiaries, of which (percentages) is female, youngsters (under the age of 30), and refugees/internally displaced people (IDPs).

21. Lower indicator’s results will encompass improved rangeland management and husbandry practices (including animal health), conflict resolution mechanisms and improved security, resilience to climate change, secured assets, early warning systems and early intervention plans in

place. To this end, the project will focus on measuring changes in livelihood resilience for pastoralists in the six countries, using the following indicators (to be further defined during preparation): (i) harmonized policies on pastoral access and management of lands and natural resources, (ii) improved surveillance and/or control of trans-boundary animal diseases, (iii) economic benefits from enhanced access/services from local and regional markets, and (iv) enhanced livelihoods for pastoralist households.

### III. Preliminary Description

#### Concept Description

22. The Nouakchott Declaration on Pastoralism is the cornerstone of PRAPS and sets the higher level objective of “securing the lifestyle and means of production of pastoral populations and increasing the gross output of livestock production by at least 30 percent in the six Sahel countries over the next five years, with a view to significantly increasing the incomes of pastoralists within a period of 5 to 10 years”.

23. The Declaration calls for ambitious collective commitments of all stakeholders to: (i) make progress towards a medium-term program of action, (ii) build a solid alliance by pooling expertise and resources together, (iii) create a multi-actor platform to enhance the existing frameworks for concerted action, (iv) accelerate the formulation, financing, and implementation of national, multi-country, and cross-border programs. Also, it underlines critical modes of action: (i) act under the political leadership of ECOWAS / WAEMU (plus Chad and Mauritania), with operational management under the technical arm of CILSS, (ii) seek complementarities and alignment of support towards national priorities (determined through participatory and inclusive mechanisms), (iii) put emphasis on the regional dimension of actions to be carried out in priority and comply with the subsidiarity principle, and (iv) engage on the long term.

24. The Nouakchott Declaration considers three simultaneous lines of action encompassing (i) institutional supports, (ii) political reforms, and (iii) strategic investments. It also elaborates on the main technical pillars and scope of operational programs: i.e. (1) Enhancing production services, (2) Improving the competitiveness of the livestock sector and market access, and (3) Strengthening the security of the assets, rights, and lifestyles of pastoral people, and providing access to basic services, and political inclusion.

25. On this basis, the World Bank has expressed its willingness to jumpstart the formulation of a regional project in order to meet the objective of making rapid progress in securing pastoral activities, increasing the economic weight of the livestock sector, and sustainably raising the incomes of Sahel pastoral groups. As a direct follow-up and with World Bank support, the CILSS organized a regional workshop in January 2014 to engage momentum for PRAPS preparation and agree on the project concept.

26. PRAPS will be a US\$250 million program to support/scale-up selected activities within the six countries that have already proven their capacity to support pastoralist groups and enhance their regional integration, and that are recognized throughout the region to show potential for significant spillover effects. The program will build a solid alliance for pastoralism support by pooling the expertise and resources of various actors (bilateral and multilateral technical and financial partners, governments, the private sector, and pastoral civil society organizations). This support will be aligned with and complement country priorities, while also taking into account the regional

dynamics of actions to be carried out; this will be achieved in full compliance with the subsidiarity principle. The program will also enhance the existing frameworks for concerted action, in order to create/consolidate a multi-actor platform enabling sustainable actions for the promotion of pastoralism.

27. In order to meet already identified challenges and take advantage of future opportunities, it is essential to hasten the pace of evolution in sector policies aimed at (i) strengthening the regional economic integration organizations (WAEMU/ECOWAS) in their role as facilitators and regulators of cross-border movements and trade, (ii) applying revised or new land-ownership frameworks that secure access to resources, (iii) systematically including the concerns of pastoral populations in decentralization legislation, (iv) bringing coastal countries (market outlets) into discussions on pastoral policies, mobility, trade issues for animals and their products (including imports) and on sector taxation.

28. Key problems addressed: the PRAPS intends to address coherently a set of fundamental problems weakening the resilience of pastoral groups and impeding the development of pastoralism production systems. Aside from the low reliability of some basic data regarding pastoralism in the Sahel, the key problems identified are: (i) weak productivity due to inadequate access to services and inputs essential to pastoral system (including veterinary services, water availability & weather data, herd and rangeland management practices, nutrition and genetics, credit, market information and advisory services adapted to mobile communities); (ii) lack of national and regional level cooperation, particularly for disease control, cross-border movements of herds and flocks, and trade facilitation; (iii) lack of recognition and of protection of the fundamental concept of mobility, including weak property rights and land tenure security; (iv) increasing vulnerability due to increased risks (climate change, animal diseases including zoonoses, economic hazards, conflicts/security); and (v) lack of access to basic services (health, education) and social safety nets.

29. Project Description: in compliance with Client countries' NAIPs, the ECOWAP/RAIP, and the AGIR roadmap, it is envisaged that the proposed PRAPS will have the following five components:

(i) Component 1: Enhancing production services for Animal Health (indicative US\$60 million). Drawing upon the World Organization for Animal Health (OIE) extensive preparatory work with each of the 6 countries and at ECOWAS regional level, Bank support will help provide critical animal health services by: (a) strengthening Veterinary services (public and private) through investments, trainings, better organization, legislation and structuring assistance, with a particular emphasis on actions impacting cross-border trade; (b) promoting sub-regional cooperation with regard to animal health; (c) gradually bringing national veterinary services up to the standards of the OIE; (d) strengthening regional harmonization and cooperation in surveillance and control of regional trade-related priority diseases (including undertaking region-wide major vaccination campaigns). This includes accelerating reforms to ensure improved governance of animal health services to producers (including improving cost recovery and strengthening the role of the private sector). Operators involved in providing these services will be strengthened in their ability to meet producer demand in terms of quality and quantity.

Under the overall PRAPS coordination executed by CILSS, the Regional Animal Health Center (CRSA-Bamako) will be coordinating activities for Component 1, with technical assistance from the OIE



(ii) Component 2: Enhancing production services for Natural Resources Management (indicative US\$60 million). This component will support some of the below clusters of action (to be determined during project preparation), specifically where Bank assistance would provide a critical advantage or be particularly sought:

- a. Advisory support and action-research, which should rely on existing public structures while making the most of the potential of private structures. Strengthened extension services will make it possible to disseminate advice about the sustainable management of pastoral resources (including the use of information technologies for early warning systems, the dissemination of technical itineraries providing innovative rangeland management), improve livestock husbandry practices (possibly also including animal genetics and feeding/nutrition), and/or enhance the complementarity between the pastoral systems and the more input intensive livestock fattening systems.
- b. Support to the management of transhumance corridors, enhanced organization of rangeland users, and conflict resolution mechanisms.
- c. Support to economic investment in local production (through improved temporary shelter for transhumant livestock and breeders, for example).
- d. Access to water, via significant investments in pastoral hydraulics based on locally negotiated master plans, while carefully taking possible impacts on pasture management into account.

This also includes accelerating reforms to ensure improved governance of critical natural resources and of services to producers (including improving cost recovery, strengthening the role of the private sector, as well as ensuring management and coverage of the maintenance costs for all equipment, according to best practices). Organizations involved in providing services will also be strengthened in their ability to meet producer demand in terms of quality and quantity.

Based on the type of activities to be carried out, the most relevant regional technical operator will be determined during PRAPS preparation to oversee Component 2, under the overall PRAPS coordination executed by CILSS.

(iii) Component 3: Improving livestock sector competitiveness and market access (indicative US \$40 Million). In order to take full advantage of the increased demand for animal products, the program will seize possible productivity gains and encourage the fair and equitable sharing of the added value within the animal value chains. In particular, this may involve (activities to be selectively determined during project preparation):

- a. Strengthening all actors along the value chains (including farmers' organizations and their umbrella organizations, traders' associations, market managers, butchers' and tanners' associations, etc.), as well as coordination among actors, in particular by establishing or strengthening sustainable inter-professional organizations with the common goal of increasing the efficiency of every actor and improving the quality of end products.
- b. Assistance in making structural investments in infrastructure all along the value chains, in particular as concerns the transport of animals and animal products, updating sanitary standards and processing methods (slaughtering, butchering, and preserving the cold chain). Private sector commitment (through co-financing and management) will be systematically sought, with the same common goal of increasing profit margins and improving product quality.
- c. Developing regional cooperation to facilitate trade in animals and animal products, monitoring cross-border movements, issuing health certificates, establishing a suitable and regionally harmonized fiscal system, facilitating trade of goods and services (through mobility rights), and national compliance with regional legislation.
- d. Re-activating the technical and organizational dynamics of innovation for collecting, processing, and preserving animal products by means of private investment assistance, in particular

for the purpose of creating downstream value chain jobs.

e. Facilitating access to new remunerative markets by promoting awareness of these markets (conducting research, monitoring flows, observing prices, developing information systems, and encouraging mobile phone operators to cover the entire pastoral area), and by supporting stakeholders' training in order to reach new export markets (increased awareness of trade norms and rules related to the export of animal products, etc.).

Based on the type of activities to be carried out, the most relevant regional technical operator will be determined during PRAPS preparation to oversee Component 3, under the overall PRAPS coordination executed by CILSS.

(iv) Component 4: Strengthening the security of the assets, rights, and lifestyles of pastoral people, and providing access to basic social services and political inclusion (indicative US\$60 Million). To this end, the project will select activities within the following cluster, generally aiming to (to be determined during project preparation):

a. Operationalize early warning and rapid intervention systems by (a) improving existing information and early warning systems; (b) creating indicators specific to pastoralism; and (c) preparing emergency intervention plans (including monetary reserves and feed stocks).

b. Promote the diversification of income sources for pastoral populations, in particular by implementing specific measures promoting women, the youth, and refugees/IDPs through training programs, micro-investment, and/or access to credit.

c. Strengthen the management of conflicts (through prevention and resolution) related to access to resources (including rangelands, water, and land tenure), not only by acknowledging local authorities and local negotiation, but also by speeding-up development and enforcement of legal frameworks (such as pastoral codes and land tenure reform).

d. Promote approaches based on rights, in particular for access to land tenure, for the management of rangelands, and for mobility, but also social services so as to ensure pastoral mobility and the sustainable use of natural resources for pastoral purposes.

e. Accelerate the political inclusion of pastoral groups through: (a) mainstreaming of pastoralism in development policies, projects, and programs; (b) the recognition of the legitimacy of traditional pastoral institutions; (c) the inclusion of pastoralists in participatory and collaborative decision-making processes set-up by the decentralized local authorities.

f. Increase the access of pastoral populations to basic social services (including human health, education, and drinking water) via an ambitious program technically adapted to mobile populations, and by taking account the needs of pastoral groups, particularly those of women and children (including refugees and IDPs).

Based on the type of activities to be carried out, the most relevant regional technical operator will be determined during PRAPS preparation to oversee Component 4, under the overall PRAPS coordination executed by CILSS.

(v) Component 5: Project management/administration and capacity building at regional and national levels (indicative US\$30 Million). This component would focus on all aspects related to overall project management, including fiduciary aspects, M&E, knowledge management, communication and the monitoring of safeguards mitigation measures. It will also care for some critical cross-cutting institutional strengthening and training needs identified at national and regional levels, on top of specific technical capacity building activities undertaken within the above four technical components.

a. National level Project Management, Institutional Support/Capacity Building, M&E, Learning, Knowledge Management and Communication: the Ministries in charge of implementing

the project in the six countries will each host a National Project Coordination Unit (N-PCU). The PRAPS will support staff salaries, operating costs and key national studies aiming at preparing or documenting PRAPS's intervention, as well as inter-ministerial cooperation. At national level, M&E activities will include regular monitoring of implementation performance and results, annual outcome evaluations, annual thematic studies, technical audit of infrastructures, and case studies. Some cross-cutting specific training may also be done at national level .

b. Regional level Coordination/Management, Institutional Support/Capacity Building, M&E, Learning, Knowledge Management and Communication: the PRAPS will help build capacities at ECOWAS/WAEMU and provide technical and investment support to enhance provision of overall coordination services by CILSS (and possibly other cross-cutting regional institutions or organizations relevant to pastoralism development). The project will also assist in supporting a greater engagement and coordination of the six countries into the relevant regional decision and policy-making processes on dry lands and pastoral areas, as well as among regional public and non-public organizations (i.e., livestock traders, pastoralists associations). M&E, cross-cutting knowledge sharing and communication activities will also be supported by PRAPS at regional level. As much as possible, training and learning activities will be done through the development of regional curricula and will be cross-country executed, supported by CILSS and other accredited regional technical bodies.

30. Selection of national projects. Criteria for selecting specific country initiatives would include: (i) proposed activities are among national priorities (part of AGIR resilience roadmap, for example) with proven potential for sub-regional spillover; (ii) clear alignment with regional priorities as defined by the countries themselves; (iii) proven potential to address both immediate and long-term sub-sector needs; and (iv) demonstrated interest by the host country to further scale-up and sustain the activities. Application of the subsidiarity principle will lead to undertake some activities at regional level only.

31. Lessons learned to do business differently. The Bank has some history of supporting pastoralism and the livestock sub-sector in the Sahel and worldwide. This has already provided valuable experiences to guide future possible investments, policy reforms and institutional development initiatives. The PRAPS builds upon another sister operation in East Africa , and will soon benefit from a major ESW work on resilience and drylands.

32. Some ICR lessons deriving from past experience include the ability to be adaptive to long term climate change with short term emergency capacity response (i.e. respond to a crisis or drought/emergency), but also integrating conflict resolution into an NRM project component (not making it a stand-alone activity). Also, due to built-in complexity (6 countries) and a vast geographic area where insecurity is a concern, the project calls for sufficient time for activities to be noteworthy and deliver results; this is why the PRAPS expected duration will be 6 years, taking into account that the first year will be mostly devoted to set up and installation of the various teams and MoU involved, both at national and regional level.

33. Another important lesson is that any regional project brings in challenges for reporting when it comes to linking outputs to financing, and the team will ensure that PRAPS tackles these issues adequately. Also, a regional approach requires being innovative and flexible. Recent experience and lessons learned over the last 10 years from development partners (such as AFD, the Swiss Cooperation and others) involved in operations in the Sahel will be taken into account for PRAPS preparation and implementation, as well as possible interactions with other regional

operations outside of Africa (e.g. in the case of Mongolia).

34. There is a high level of consensus among pastoralism experts and practitioners that the sub-sector requires: (i) an enabling environment (policies, enforced regulations and functioning institutions) which is considered essential for transformation; (ii) functioning national institutions interacting together (public, private & associative) and regional institutions for trans-boundary cooperation (trans-boundary policy definition and enforcement, diseases control, resources management and trade facilitation); (iii) secured existing natural resources (rangeland, water) and animal capital (disaster risk management: diseases, climate/drought); (iv) looking for complementarities between extensive, mixed crop/livestock and semi-intensive production systems; (v) differentiated approaches of the same topics for different production systems (i.e. enhancing productivity per ha in mobile systems, as compared to productivity per animal in sedentary systems) ; (vi) accessing markets (domestic, sub-regional) being critical through a value chain development approach.

35. Government and Donor Coordination. The Nouakchott Declaration set an ambitious but achievable commitment, i.e. the establishment of a Sahel Coalition for Pastoralism, coordinated by CILSS and under the political umbrella of ECOWAS/WAEMU (plus Chad and Mauritania). The coalition aims to spearhead implementation of the pastoralism dimension of the Global Alliance for Resilience Initiative while building on the principles of the N’Djamena Declaration in 2013. It also calls for technical and financial partners to respond to Governments and RECs’ requests to mobilize their resources at the appropriate level and for the required period of time in support of pastoralism in the Sahel and, more generally, of livestock production in the sub-region. The TFRP prefigures PRAPS’ Regional Steering Committee. It is expected that PRAPS implementation will have a catalytic effect on additional support (strong leverage for pastoralism & livestock development) and Donor Coordination.

36. Project financing. The Bank is considering contributing about US\$250 million for PRAPS implementation, cumulating IDA resources at national and regional levels. Partnerships are envisaged with other donors at both regional and national levels. France has already been approached and showed interest (particularly for complementary support in Chad, Mali, and Niger), as well as Arab funds and the EU (through resources of the 11th European Development Fund).

37. The PRAPS will be structured as a Series of Projects (SoP), through an Investment Project Financing (IPF) for each of the participating countries, which will include a regional overhead at CILSS. As part of the regional eligibility criteria, the PRAPS will avoid funding national-level only investments with World Bank regional resources; instead, it will emphasize funding investments with regional spillovers.

#### IV. Safeguard Policies that might apply

Safeguard Policies Triggered by the Project	Yes	No	TBD
Environmental Assessment OP/BP 4.01	✗		
Natural Habitats OP/BP 4.04	✗		
Forests OP/BP 4.36		✗	
Pest Management OP 4.09	✗		
Physical Cultural Resources OP/BP 4.11		✗	

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	

#### V. Financing (in USD Million)

Total Project Cost:	250.00	Total Bank Financing:	250.00
Financing Gap:	0.00		
<b>Financing Source</b>			<b>Amount</b>
BORROWER/RECIPIENT			0.00
International Development Association (IDA)			250.00
Total			250.00

#### VI. Contact point

##### World Bank

Contact: Christian Berger  
 Title: Sr Agricultural Spec.  
 Tel: 458-9434  
 Email: cberger@worldbank.org

##### Borrower/Client/Recipient

Name: Republic of Mali

Contact:

Title:

Tel:

Email:

Name: Republic of Burkina Faso

Contact:

Title:

Tel:

Email:

Name: Republic of Senegal

Contact:

Title:

Tel:

Email:

Name: Republic of Chad

Contact:

Title:

Tel:

Email:

Name: Islamic Republic of Mauritania

Contact:

Title:

Tel:

Email:

Name: Republic of Niger

Contact:

Title:

Tel:

Email:

**Implementing Agencies**

Name: CILSS Interstate Committee for Drought Control in the Sahel

Contact: Djime Adoum

Title: Executive Secretary

Tel: (226) 5037-4125

Email: CILSS@fasonet.bf

**VII. For more information contact:**

The InfoShop

The World Bank

1818 H Street, NW

Washington, D.C. 20433

Telephone: (202) 458-4500

Fax: (202) 522-1500

Web: <http://www.worldbank.org/infoshop>