

# INTEGRATED SAFEGUARDS DATA SHEET CONCEPT STAGE

**Report No.:** ISDSC7613

**Date ISDS Prepared/Updated:** 07-Mar-2014

**Date ISDS Approved/Disclosed:** 14-Mar-2014

## I. BASIC INFORMATION

### A. Basic Project Data

<b>Country:</b>	Africa	<b>Project ID:</b>	P147674
<b>Project Name:</b>	Regional Sahel Pastoralism Support Project (P147674)		
<b>Task Team Leader:</b>	Christian Berger		
<b>Estimated Appraisal Date:</b>	12-Jan-2015	<b>Estimated Board Date:</b>	15-Apr-2015
<b>Managing Unit:</b>	AFTA1	<b>Lending Instrument:</b>	Investment Project Financing
<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>Financing (In USD Million)</b>			
<b>Total Project Cost:</b>	250.00	<b>Total Bank Financing:</b>	250.00
<b>Financing Gap:</b>	0.00		
<b>Financing Source</b>			<b>Amount</b>
BORROWER/RECIPIENT			0.00
International Development Association (IDA)			250.00
Total			250.00
<b>Environmental Category:</b>	B - Partial Assessment		
<b>Is this a Repeater project?</b>	No		

### B. Project Objectives

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.

### **C. Project 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.

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

The Project will be implemented in six countries: Burkina Faso, Chad, Mali, Mauritania, Niger and Senegal. Detailed locations of project activities are not yet known, and will be identified during project preparation / implementation.

Pastoralism in the Sahel region is however taking place in agro-climatically restricted territories with typical severe physical characteristics: generally poor soils, scarce vegetation, low rainfall, recurrent droughts and occasional floods. The Sahel will undoubtedly be one of the world's regions most

seriously affected by climate change, with major impacts on the availability of water and forage resources.

### **E. Borrowers Institutional Capacity for Safeguard Policies**

The proposed project is a regional one to be implemented in six different countries, and the borrower's institutional capacity for safeguard policies varies from one country to another. Some of the countries have relatively mature environmental ministries and agencies, sufficient staffing and an adequate regulatory framework, while other country institutions are relatively young, understaffed and the legal framework missing important elements (annexes, executive regulations, etc.). The regional structure of the project does however envisage that the Interstate Committee for Drought Control in the Sahel (CILSS) will have an overall operational management responsibility from a technical view point. The Committee has the necessary technical knowledge and expertise in environmental and social issues in the region and, as such, has the technical capacity to identify and flag any safeguards related concerns to the implementation of the safeguards instruments for national-level investments, should any arise during project implementation. The Project also envisages regional training activities to be coordinated and supported by CILSS and other competent bodies, and training Safeguard Policies will be among those activities

Each country will be requested to nominate a Safeguards Focal Point at the early stage of preparation, who will be working in close collaboration with the Project's safeguards specialists. The Safeguards Focal Points will oversee the preparation of the safeguard documents, liaise with local consultants, provide the necessary inputs, and coordinate the organization of the necessary consultations with key concerned stakeholders and the in-country disclosure of the safeguards instruments.

### **F. Environmental and Social Safeguards Specialists on the Team**

Abdoul Wahabi Seini (AFTSG)

Dahlia Lotayef (AFTN2)

## **II. SAFEGUARD POLICIES THAT MIGHT APPLY**

<b>Safeguard Policies</b>	<b>Triggered?</b>	<b>Explanation (Optional)</b>
Environmental Assessment OP/ BP 4.01	Yes	The Project is proposed to be classified as environmental category B due to the fact that potential environmental and social impacts related to livestock management, value chains, and NRM are expected to be local, site-specific and easily manageable. These impacts are also expected to be largely outweighed by the proposed improved governance of the critical natural resource. An ESMF will be prepared, consulted upon and disclosed before appraisal.
Natural Habitats OP/BP 4.04	Yes	Although the project is not expected to intervene in any critically important natural habitat, the exact sites of the proposed investments are not yet known. The impacts of severe climate conditions, insecurity and conflicts situations may lead to expanding

		activities in areas requiring specific management considerations. The ESMF will include proposed mitigation measures for impacts on natural habitats.
Forests OP/BP 4.36	No	The project does not involve forests or forestry.
Pest Management OP 4.09	Yes	The Project will mainly promote the use Integrated Pest Management (IPM) techniques as opposed to pesticides, but pasture protection or veterinary services and the fight against vector-borne diseases may necessitate the use of chemicals. A Pest Management Plan will be developed and integrated in the ESMF.
Physical Cultural Resources OP/BP 4.11	TBD	The project is not expected to affect or involve physical cultural resources. Triggering of the policy will be confirmed closer to appraisal. If the policy is triggered, the ESMF and work contracts will include chance-find procedures.
Indigenous Peoples OP/BP 4.10	No	There are no Indigenous Peoples in the project area.
Involuntary Resettlement OP/BP 4.12	Yes	This policy is applicable because the project investments may support interventions that could entail land taking or limiting access to land and other resources. An RPF will be developed for the six countries. It will be consulted upon and disclosed before appraisal.
Safety of Dams OP/BP 4.37	No	The project does not involve dams.
Projects on International Waterways OP/BP 7.50	No	N/A
Projects in Disputed Areas OP/BP 7.60	No	N/A

### III. SAFEGUARD PREPARATION PLAN

**A. Tentative target date for preparing the PAD Stage ISDS:** 31-Jul-2014

**B. Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing<sup>1</sup> should be specified in the PAD-stage ISDS:**

As the exact activities and their respective sites are not yet identified an Environmental and Social Management Framework (ESMF) will be prepared outlining the principles, rules and procedures to screen, assess, manage and monitor the implementation of the environmental and social mitigation measures. An Integrated Pest Management Plan (PMP) will be also be developed and integrated with the ESMF. A Resettlement Policy Framework (RPF) will also be prepared. The project will prepare and disclose these documents at Infoshop in compliance with the Bank's Operational Policies and Procedures.

Tentative date for launching these studies is beginning of April 2014.

<sup>1</sup> Reminder: The Bank's Disclosure Policy requires that safeguard-related documents be disclosed before appraisal (i) at the InfoShop and (ii) in country, at publicly accessible locations and in a form and language that are accessible to potentially affected persons.

#### IV. APPROVALS

Task Team Leader:	Name: Christian Berger	
<b><i>Approved By:</i></b>		
Regional Safeguards Coordinator:	Name: Alexandra C. Bezeredi (RSA)	Date: 07-Mar-2014
Sector Manager:	Name: Martien Van Nieuwkoop (SM)	Date: 14-Mar-2014