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Report No: PAD4233

INTERNATIONAL DEVELOPMENT ASSOCIATION
PROJECT APPRAISAL DOCUMENT

ON

A PROPOSED CREDIT IN THE AMOUNT OF EURO 62.1 MILLION (US\$75.0 MILLION EQUIVALENT)
AND A PROPOSED GRANT IN THE AMOUNT OF SDR 52.3 MILLION
(US\$75.0 MILLION EQUIVALENT)
TO BURKINA FASO

A PROPOSED CREDIT IN THE AMOUNT OF EURO 41.4 MILLION (US\$50.0 MILLION EQUIVALENT)
AND A PROPOSED IDA GRANT IN THE AMOUNT OF SDR 34.9 MILLION
(US\$50.0 MILLION EQUIVALENT)
TO THE REPUBLIC OF MALI

A PROPOSED CREDIT IN THE AMOUNT OF EURO 42.7 MILLION (US\$50.0 MILLION EQUIVALENT)
AND A PROPOSED IDA GRANT IN THE AMOUNT OF SDR 35.3 MILLION
(US\$50.0 MILLION EQUIVALENT)
TO THE REPUBLIC OF NIGER

AND

A PROPOSED GRANT IN THE AMOUNT OF SDR 1.8 MILLION (US\$2.5 MILLION EQUIVALENT)
TO THE STATES OF LIPTAKO-GOURMA INTEGRATED DEVELOPMENT AUTHORITY

FOR A
COMMUNITY-BASED RECOVERY AND STABILIZATION PROJECT FOR THE SAHEL

MAY 24, 2021

Social Sustainability and Inclusion Global Practice
Western and Central Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective March 31, 2021, for the Republic of Niger and the States of Liptako-Gourma Integrated Development Authority)

Currency Unit = Euro (EUR), Special Drawing Rights (SDR), United States Dollar (US\$)

US\$1 = EUR 0.8523

US\$1 = SDR 0.7056

(Exchange Rate Effective April 30, 2021, for the Republic of Mali and Burkina Faso)

Currency Unit = Euro (EUR), Special Drawing Rights (SDR), United States Dollar (US\$)

US\$1 = EUR 0.8278

US\$1 = SDR 0.6964

FISCAL YEAR

January 1–December 31

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ABBREVIATIONS AND ACRONYMS

AC CDC	Africa Centers for Disease Control and Prevention
ACLED	Armed Conflict Location and Event Data
AFD	French Development Agency (<i>Agence Française de Développement</i>)
AGETIER	Association for the Management of Infrastructures and Rural Equipment Works (<i>Agence d'Execution de Travaux d'Infrastructures et d'Equipements Ruraux</i>)
AGETIP	Executing Agency for Public Interest Works Against Underemployment (<i>Agence d'Exécution des Travaux d'Intérêt Public contre le sous-emploi</i>)
AIP	Annual Investment Plan
ASCE-LC	Higher Authority for State Control and the Fight against Corruption (<i>Autorité Supérieure de Contrôle de l'Etat et de Lutte contre la Corruption</i>)
AU	African Union
AWPB	Annual Work Plan and Budget
CAPCR	Niger Community Action Project for Climate Resilience
CAPI	G5 Sahel's Integrated Priority Action Framework (<i>Cadre d'Actions Prioritaires Intégré</i>)
CBO	Community-Based Organization
CCOCSAD	Communal Development Action Steering, Coordination and Monitoring Committee (<i>Comité Communal d'Orientation, de Coordination et de Suivi des Actions de Développement</i>)
CDC	Community Development Committee
CDD	Community-Driven Development
CE	Citizen Engagement
CERC	Contingent Emergency Response Component
CFA	<i>Communauté Financière d'Afrique</i> (West African Franc)
CLOCSAD	Local Development Action Steering, Coordination and Monitoring Committee (<i>Comité Local d'Orientation, de Coordination et de Suivi des Actions de Développement</i>)
CMU	Country Management Unit
COCSAD	Development Action Steering, Coordination and Monitoring Committee (<i>Comité de Pilotage et d'Orientation, de Coordination et de Suivi des Actions de Développement</i>)
COP	Project Steering Committee (<i>Comité d'Orientation et de Pilotage</i>)
COVID-19	Coronavirus Disease 2019
CPF	Country Partnership Framework
CRI	Corporate Results Indicator
CROCSAD	Regional Development Action Steering, Coordination and Monitoring Committee (<i>Comité Régional d'Orientation, de Coordination et de Suivi des Actions de Développement</i>)
CSO	Civil Society Organization
DA	Designated Account
DGDT	General Directorate of Territorial Development of MINEFID (<i>Direction Générale du Développement Territorial</i>)
DMP	Procurement Department (<i>Direction des Marchés Publics</i>)
DRDIP	Displacement Impacts Project in the Horn of Africa

DREP	Regional Directorate of Economy and Planning (<i>Direction Regionale de l'Economie et de la Planification</i>)
DTS	Deconcentrated Technical Service
E&S	Environmental and Social
ECOWAS	Economic Community of West African States
ESCP	Environmental and Social Commitment Plan
ESF	Environmental and Social Framework
ESHS	Environmental, Social, Health, and Safety
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESS	Environmental and Social Standards
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FCV	Fragility, Conflict, and Violence
FM	Financial Management
FP	Facilitating Partner
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GEMS	Geo-Enabling Initiative for Monitoring and Supervision
GHG	Greenhouse Gas
GIZ	German Agency for International Cooperation (<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>)
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
ICRC	International Committee of the Red Cross
ICT	Information and Communication Technology
IDA	International Development Association
IDP	Internally Displaced Person
IE	Impact Evaluation
IFR	Interim Financial Report
IOM	International Organization for Migration
INSTAT	National Institute of Statistics (<i>Institut National de la Statistique</i> of Mali)
IPF	Investment Project Financing
IRR	Internal Rate of Return
ISA	International Standards on Auditing
KMP	Knowledge Management Platform
LDP	Local Development Plan
LGA	The States of Liptako-Gourma Integrated Development Authority (<i>Autorité de développement intégré des états du Liptako-Gourma</i>)
LIPW	Labor-Intensive Public Work
LMP	Labor Management Procedures
M&E	Monitoring and Evaluation

MAAHM	Ministry of Agriculture, Hydraulic Developments and Mechanization (<i>Le ministre de l'Agriculture et des Aménagements Hydro-agricoles</i> of Burkina Faso)
MATD	Ministry of Territorial Administration and Decentralization (<i>Ministère l'Aménagement du Territoire et de la Décentralisation</i> of Burkina Faso)
MCRP	Multi-Sectoral Crisis Recovery Project in North East Nigeria
MDC	Municipal Council's Development Committee
MEA	Ministry of Water and Sanitation (<i>Ministère de l'Eau et de l'Assainissement</i> of Burkina Faso)
MEEVCC	Ministry of the Environment, Green Economy, and Climate Change (<i>Ministère de l'Environnement, de l'Economie verte et du Changement climatique</i> of Burkina Faso)
MEF	Ministry of Economy and Finance (<i>Ministère de l'Économie et des Finances</i> of Mali)
MENAPLN	Ministry of National Education, Literacy and Promotion of National Languages (<i>Ministère de l'Education nationale, de l'Alphabétisation et de la Promotion des langues nationales</i> of Burkina Faso)
MFSNFAH	Ministry of Women, National Solidarity, Family and Humanitarian Action (<i>Ministère de la Femme, de la Solidarité nationale, de la Famille et de l'Action humanitaire</i> of Burkina Faso)
MICA	Ministry of Industry, Trade and Crafts (<i>Ministère de l'Industrie, du Commerce et de l'Artisanat</i> of Burkina Faso)
MINEFID	Ministry of Economy, Finance, and Development (<i>Ministère de l'Economie des Finances et du Développement</i> of Burkina Faso)
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali
MIS	Management Information System
MOD	Delegated Service Providers (<i>Maitrise d'Ouvrage Deleguée</i>)
MRAH	Ministry of Animal and Fish Resources (<i>Ministère des ressources animalières et halieutiques</i> of Burkina Faso)
MTR	Midterm Review
NBA	Niger Basin Authority (<i>Autorité du Bassin du Niger</i>)
NEDI	North and Northeastern Development Initiative
NGO	Nongovernmental Organization
NPV	Net Present Value
NSC	National Steering Committee
O&M	Operation and Maintenance
ONEA	National Water and Sanitation Office (<i>Office national de l'eau et de l'assainissement</i> of Burkina Faso)
OP	Operational Policy
PAD	Project Appraisal Document
PADEL	Local Economy Development Support Project (<i>Projet de Développement des Economies Locales</i>)
PARCA	Refugees and Host Communities Support Project
PCU	Project Coordination Unit
PDO	Project Development Objective
PDSEC	Social, Economic and Cultural Development Plan (<i>Plan de Développement Social et Economique et Culturel</i>)
PIM	Project Implementation Manual

PIU	Project Implementation Unit
PLG	Participating Local Government
PPA	Project Preparation Advance
PPBA	Prevention and Peace Building Assessment
PPSD	Project Procurement Strategy for Development
PR	Procurement Regulations
PRA	Prevention and Resilience Allocation
PRAMS	Procurement Risk Assessment and Management System
PRAPS	Regional Sahel Pastoralism Support Project
PROLAC	Lake Chad Region Recovery and Development Project
PRRE	Mali Emergency Reconstruction and Economic Recovery Project (<i>Projet de Reconstruction et de Relance économique du Mali</i>)
PUS-BF	Emergency Program for the Sahel in Burkina Faso
RA	Regional Antenna
RAP	Resettlement Action Plan
RCC	Regional Coordination Committee
REDISSE	Regional Disease Surveillance Systems Enhancement Program
RI	Regional Integration
RPF	Resettlement Policy Framework
RRA	Risk and Resilience Assessment
SDA	Security Due Diligence Assessment
SDCCI	Strategy for Sustainable Development and Inclusive Growth - Niger (<i>Stratégie de développement durable et de croissance inclusive Niger</i>)
SDR	Special Drawing Right
SE/SDS Sahel-Niger	Executive Secretariat for the Development and Security of Sahelian-Saharan Areas of Niger
SEA/SH	Sexual Exploitation and Abuse/Sexual Harassment
SEP	Stakeholder Engagement Plan
SMP	Security Management Plan
SOE	Statement of Expenditure
SORT	Systematic Operations Risk-Rating Tool
SP/CONASUR	Permanent Secretariat of the National Emergency Relief and Rehabilitation Council of Burkina Faso (<i>Secrétariat permanent du Conseil national de secours d'urgence et de réhabilitation</i>)
SPD	Standard Procurement Document
SRA	Security Risk Assessment
SSA	Sub-Sahara Africa
STEP	Systematic Tracking of Exchanges in Procurement
SWEDD	Sahel Women's Empowerment and Demographics Project
TA	Technical Assistance
ToR	Terms of Reference
TPM	Third-Party Monitoring
TTL	Task Team Leader
UN	United Nations

US\$	United States Dollar
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	United Nations Refugee Agency
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
VDC	Village Development Council
WAAPP	West Africa Agriculture Productivity Program
WAEMU	West African Economic and Monetary Union (<i>Union Economique et Monétaire Ouest Africaine</i>)
WBG	World Bank Group
WDR	World Development Report
WFP	World Food Programme
XOF	West African CFA franc

**Table of Contents**

DATASHEET	1
I. STRATEGIC CONTEXT	9
A. Regional Context.....	9
B. Sectoral and Institutional Context	15
C. Relevance to Higher Level Objectives	19
II. PROJECT DESCRIPTION	21
A. Project Development Objective.....	21
B. Project Design	21
C. Description of Project Components.....	26
D. Project Beneficiaries	37
E. Results Chain.....	39
F. Rationale for World Bank Involvement and Role of Partners.....	40
G. Lessons Learned and Reflected in the Project Design	42
III. IMPLEMENTATION ARRANGEMENTS.....	45
A. Institutional and Implementation Arrangements.....	45
B. Results Monitoring and Evaluation Arrangements.....	48
C. Sustainability.....	49
IV. PROJECT APPRAISAL SUMMARY.....	50
A. Technical, Economic and Financial Analysis.....	50
B. Fiduciary.....	52
C. Legal Operational Policies	54
D. Environmental and Social	55
V. GRIEVANCE REDRESS SERVICES.....	59
VI. KEY RISKS	59
VII. RESULTS FRAMEWORK AND MONITORING.....	63
ANNEX 1: Implementation Arrangements and Support Plan.....	78
ANNEX 2: Key Partners	89
ANNEX 3: Procurement.....	91
ANNEX 4: FM and Disbursement	101
ANNEX 5: Economic and Financing Analysis.....	111
ANNEX 6: Detailed Component Description.....	119



ANNEX 7: Description of the Community-Centered Approach	134
ANNEX 8: Overview of Security Due Diligence and Operational Security Risk Response Plan	142
ANNEX 9: FCV Drivers and Climate Risks.....	155
ANNEX 10: WBG Regional Integration Program Adjustment for COVID-19	159



DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Africa, Burkina Faso, Mali, Niger	Community-Based Recovery and Stabilization Project for the Sahel	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P173830	Investment Project Financing	High

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input checked="" type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input checked="" type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
15-Jun-2021	31-Dec-2026

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The development objective of this project is to contribute to the recovery and resilience of communities in target areas of the Liptako-Gourma Region of Burkina Faso, Mali and Niger through a regional approach supporting (i) integrated socio-economic services and infrastructure, (ii) livelihoods and territorial development, and (iii) regional data and coordination.



The World Bank

Community-Based Recovery and Stabilization Project for the Sahel (P173830)

Components

Component Name	Cost (US\$, millions)
Component 1: Resilient and inclusive recovery of conflict-affected communities	75.00
Component 2: Transitional support towards stabilization and territorial development of communities	183.00
Component 3: Regional dialogue, coordination and data and capacity building	47.50
Component 4: Project Management	47.00
Component 5: CERC	0.00

Organizations

Borrower:	Republic of Niger Burkina Faso Republic of Mali
Implementing Agency:	The States of Liptako-Gourma Integrated Development Authority Burkina Faso - Ministry of Economy, Finance and Development Republic of Niger - Cabinet of the Prime Minister (Executive Secretariat for the SDS Sahel Niger) The States of Liptako-Gourma Integrated Development Authority Republic of Mali - Ministry of Economy and Finance

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	352.50
Total Financing	352.50
of which IBRD/IDA	352.50
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	352.50
IDA Credit	352.50

**IDA Resources (in US\$, Millions)**

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Burkina Faso	75.00	75.00	0.00	150.00
National PBA	25.00	25.00	0.00	50.00
Regional	50.00	50.00	0.00	100.00
Mali	50.00	50.00	0.00	100.00
National PBA	16.50	16.50	0.00	33.00
Regional	33.50	33.50	0.00	67.00
Niger	50.00	50.00	0.00	100.00
National PBA	16.50	16.50	0.00	33.00
Regional	33.50	33.50	0.00	67.00
Africa	0.00	2.50	0.00	2.50
Regional	0.00	2.50	0.00	2.50
Total	175.00	177.50	0.00	352.50

INSTITUTIONAL DATA**Practice Area (Lead)**

Social Sustainability and Inclusion

Contributing Practice Areas

Agriculture and Food, Fragile, Conflict & Violence, Water

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Substantial



4. Technical Design of Project or Program	● High
5. Institutional Capacity for Implementation and Sustainability	● High
6. Fiduciary	● Substantial
7. Environment and Social	● High
8. Stakeholders	● Moderate
9. Other	● High
10. Overall	● High

COMPLIANCE**Policy**

Does the project depart from the CPF in content or in other significant respects?

[] Yes [✓] No

Does the project require any waivers of Bank policies?

[] Yes [✓] No

**Environmental and Social Standards Relevance Given its Context at the Time of Appraisal**

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank's due diligence assessment of the Project's potential environmental and social risks and impacts, please refer to the Project's Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

Niger - Section I.A.1(b)(i) of Schedule 2 of the Financing Agreement: The Recipient, through the Cabinet of the Prime Minister, shall designate the Project Implementation Unit in the Executive Secretariat for the Strategy for the Development and Security of the Sahel Region of the Recipient, at all times during the implementation of the Project, to be responsible for overall coordination as well as day-to-day management, supervision and administration of the Project activities and results, preparation of and consolidation of the annual work plans and budgets, fiduciary aspects (financial management and procurement), environmental and social standards aspects, reporting and communication of Project activities, and monitoring and evaluation of Project activities, all in accordance with the provisions of the Project Implementation Manual ("PIM").

Sections and Description

Niger - Section I.A.1(b)(ii) of Schedule 2 of the Financing Agreement: The Recipient, through the Cabinet of the Prime Minister, shall ensure its representation by a high-level government representative in the Regional



Coordination Committee. The Regional Coordination Committee shall hold annual and semi-annual meetings respectively, and provide overall guidance and oversight for the regional activities under the Project, including advocating for regional collaboration in knowledge development, and to act as a liaison between the Project, regional leadership and the public at large.

Sections and Description

Niger - Section I.A.1(b)(iii) of Schedule 2 of the Financing Agreement: The Recipient, through the Cabinet of the Prime Minister, shall for the purpose of efficient financial management of the Project appoint, not later than five (5) months after the Effective Date, an external auditor for the Project, all in accordance with the provisions of the Procurement Regulations.

Sections and Description

LGA - Section I.A.1(a) of Schedule 2 of the Financing Agreement: the Recipient, through the Executive Secretariat, shall establish and thereafter maintain, at all times during the implementation of the Project, a Project Implementation Unit ("PIU"), with terms of reference, qualified staffing and resources satisfactory to the Association, to be responsible for overall coordination as well as day-to-day management, supervision and administration of activities and results under Part 3(a) of the Project, preparation of and consolidation of the annual work plans and budgets, fiduciary aspects (financial management and procurement), environmental and social standards aspects, reporting and communication of said Project activities, and monitoring and evaluation of said Project activities, all in accordance with the provisions of the PIM.

Sections and Description

LGA - Section I.A.1(b) of Schedule 2 of the Financing Agreement: the Recipient, through the Executive Secretariat, shall for the purpose of efficient financial management of said Part 3(a) of the Project appoint, not later than one month after the Effective Date, an external auditor in accordance with the provisions of the Procurement Regulations.

Sections and Description

Mali - Section I.A.1(b)(i) of Schedule 2 of the Financing Agreement: the Recipient, through the Ministry of Economy and Finance, shall establish and thereafter maintain, at all times during the implementation of the Project, a Project Implementation Unit ("PIU"), with terms of reference, qualified staffing and resources satisfactory to the Association, to be responsible for overall coordination as well as day-to-day management, supervision and administration of the Project activities and results at the national and local levels, preparation of and consolidation of the annual work plans and budgets, fiduciary aspects (financial management and procurement), environmental and social standards aspects, reporting and communication of Project activities, and monitoring and evaluation of Project activities, all in accordance with the provisions of the PIM.

Sections and Description

Mali - Section I.A.1(b)(ii) of Schedule 2 of the Financing Agreement: the Recipient, through the Ministry of Economy and Finance, shall ensure its representation by a high-level government representative in the Regional Coordination Committee. The Regional Coordination Committee shall hold annual and semi-annual meetings respectively, and provide overall guidance and oversight for the regional activities under the Project, including advocating for regional collaboration in knowledge development, and to act as a liaison between the Project, regional leadership and the public at large, all in accordance with the provisions of the PIM.

**Sections and Description**

Mali - Section I.A.1(b)(iii) of Schedule 2 of the Financing Agreement: the Recipient, through the Ministry of Economy and Finance, shall for the purpose of efficient financial management of the Project appoint, not later than six months after the Effective Date, an external auditor for the Project in accordance with the provisions of the Procurement Regulations.

Sections and Description

Burkina Faso - Section I.A.1(b)(i) of Schedule 2 of the Financing Agreement: the Recipient, through the Ministry of Economy, Finance and Development, shall establish and thereafter maintain, at all times during the implementation of the Project: (A) the Project Implementation Unit ("PIU"), with terms of reference, qualified staffing and resources satisfactory to the Association, to be responsible for overall coordination as well as day-to-day management, supervision and administration of the Project activities and results at the national and local levels, preparation of and consolidation of the annual work plans and budgets, fiduciary aspects (financial management and procurement), environmental and social standards aspects, reporting and communication of Project activities, and monitoring and evaluation of Project activities; and (B) the Technical Committee, with terms of reference, qualified staffing and resources satisfactory to the Association, to be responsible for reviewing the proposed annual work plans and budgets and ensuring their alignment with national and regional sector programs and development plans and providing technical guidance in the implementation of Project activities, all in accordance with the provisions of the PIM.

Sections and Description

Burkina Faso - Section I.A.1(b)(ii) of Schedule 2 of the Financing Agreement: the Recipient, through the Ministry of Economy, Finance and Development, shall ensure its representation by a high-level government representative in the Regional Coordination Committee. The Regional Coordination Committee shall hold annual and semi-annual meetings respectively, and provide overall guidance and oversight for the regional activities under the Project, including advocating for regional collaboration in knowledge development, and to act as a liaison between the Project, regional leadership and the public at large, all in accordance with the provisions of the PIM.

Sections and Description

Burkina Faso - Section I.A.1(b)(iii) of Schedule 2 of the Financing Agreement: the Recipient, through the Ministry of Economy, Finance and Development, shall for the purpose of efficient financial management of the Project appoint, not later than six months after the Effective Date, an external auditor for the Project in accordance with the provisions of the Procurement Regulations.

Sections and Description

Niger, Mali and Burkina Faso - ESCP: Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH) Action Plan to be prepared before effectiveness.

Sections and Description

Niger, Mali and Burkina Faso - ESCP: Security Management Plan (SMP) should be completed before effectiveness.

Sections and Description

Niger, Mali, Burkina Faso and LGA - ESCP: Grievance Mechanism shall be operational not later than the effective date, and implemented throughout project implementation period.

**Conditions**

Type Effectiveness	Financing source IBRD/IDA	Description <p>Burkina Faso, Mali, Niger and the States of Liptako-Gourma Integrated Development Authority (LGA): The Recipient has adopted the Project Implementation Manual, in accordance with the provisions of the respective Financing Agreements.</p>
Type Effectiveness	Financing source IBRD/IDA	Description <p>Burkina Faso, Mali, Niger and LGA: The Recipient has: (i) established and operationalized the Project Implementation Unit ("PIU") in accordance with the provisions of the respective Financing Agreement; and (ii) appointed (recruited/seconded for Burkina Faso) to said PIU the key staff as outlined in the respective Financing Agreement and all in accordance with the provisions of the Procurement Regulations.</p>
Type Effectiveness	Financing source IBRD/IDA	Description <p>Burkina Faso, Mali and Niger: The Recipient has established and operationalized the National Steering Committee (Review Committee for Burkina Faso) in accordance with the provisions of the respective Financing Agreements.</p>
Type Effectiveness	Financing source IBRD/IDA	Description <p>Burkina Faso, Mali, Niger and LGA: The Recipient, LGA and other Participating Countries have established the Regional Coordinating Committee, with resources, functions and terms of reference satisfactory to the Association.</p>



I. STRATEGIC CONTEXT

A. Regional Context

1. **The Liptako-Gourma Region, a tri-border area in the Sahel spanning Burkina Faso, Mali, and Niger, is among the world's poorest, most climate-vulnerable and marginalized places.¹** More than 80 percent of the over 17 million people in Liptako-Gourma live in rural areas, where access to basic services and economic opportunities are lacking, and livelihoods are concentrated around farming and herding.² Poverty rates in the region significantly exceed the national averages for all three countries, with rates much higher in rural areas than in urban areas.³ Mali's Mopti, Ménaka, and Gao regions had poverty rates ranging from 49 percent to 62 percent in 2018, while the national average stood at 40 percent.⁴ Similarly, the poverty rate in Niger's Tillabéri region in 2011 and Burkina Faso's Sahel and Northern region in 2014 were more than 8 percent and 20 percent higher, respectively, than the national averages of 48.2 percent in Niger and 40 percent in Burkina Faso. Liptako-Gourma also lags in human development, with scores in the bottom 5 percent of the human development index globally for all three countries.⁵

2. **The region shares several common characteristics which inextricably link communities across national borders.** Geographically distant from each country's capital, communities in cross-border areas in Liptako-Gourma often have more in common with each other than their respective states. Common features include strong cultural, linguistic, and familial links; highly mobile populations across porous borders with closely-knit trade relations; shared dependency on climate-sensitive natural resources; a fragile socioecological system with a high degree of water scarcity and high vulnerability to climate change impacts; and a transnational insecurity crisis with significant cross-border spillover effects. Despite commonalities, vulnerabilities and risks are also anchored in local dynamics and vary across communes, regions, and national boundaries, pointing to the need for any regional responses to be informed by local contexts. Furthermore, an assessment of border areas in the Horn of Africa, which is a similarly complex and challenging context, has shown that investing in border areas can bring significant advantages to the entire country. These may include (a) the capacity to trade across borders and identify markets and better prices for goods, (b) the ability to secure employment or access labor across borders, and (c) the ongoing capacity of traditional and community-based organizations that cut across borders to effectively manage conflict and regulate economic activity.⁶ In addition to cross-border trade, livelihoods, movement, and institutions as sources of resilience, regional and international cooperation mechanisms (including the G5

¹ Based on the States of Liptako-Gourma Integrated Development Authority (*Autorité de développement intégré des états du Liptako-Gourma, LGA*), the Liptako-Gourma region covers administratively (i) eight regions in Burkina Faso: the Centre (Ouagadougou), Centre-East (Tenkodogo), Centre-South (Manga), Centre-North (Kaya), East (Fada N'Gourma), Central Plateau (Ziniaré), North (Ouahigouya), and Sahel (Dori) regions; (ii) four regions in Mali: 5th Region (Mopti), 6th Region (Timbuktu), 7th Region (Gao), and 8th Region (Kidal); and (iii) two regions and one urban community in Niger: Region of Tillabéri (Tillabéri) and Region of Dosso (Dosso). The project will focus on the following regions: Gao, Ménaka, Mopti, Tombouctou, Douentza, and Bandiagara in Mali; Sahel, Centre-Nord and Nord in Burkina Faso; and Tillaberi in Niger.

² LGA presentation in ACAPS (March 22, 2019) Briefing Note - Conflict and Displacement in Mali, Niger, and Burkina Faso.

³ *Rapport d'enquête multisectorielle continue, Institut National de la Statistique et de la Démographie du Burkina Faso*, 2015.

⁴ *Mali: Cartographie Nexus humanitaire et développement*, United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), 2018.

⁵ United Nations Development Programme (UNDP). 2019. *Human Development Report 2019*.

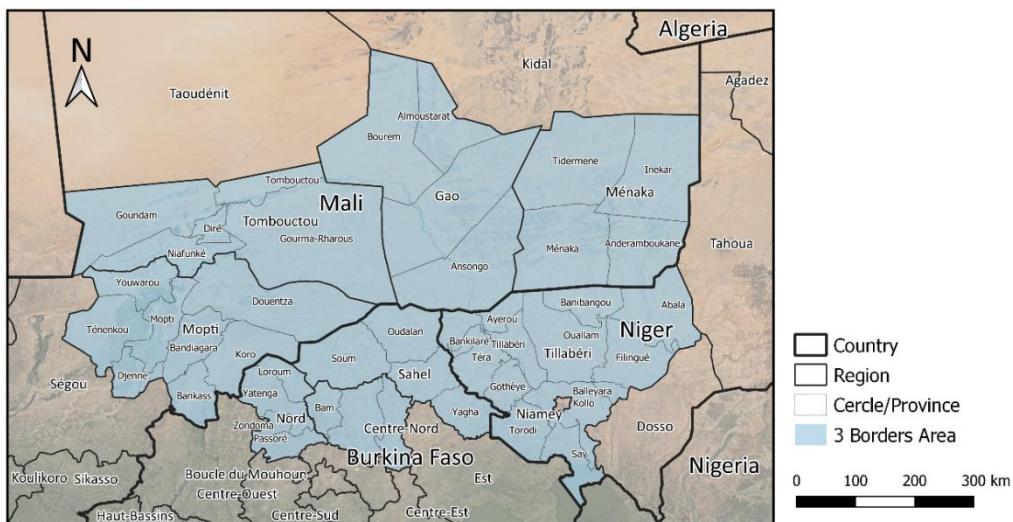
⁶ World Bank. 2020. *From Isolation to Integration: The Borderlands of the Horn of Africa*. Washington, DC: World Bank.

<https://openknowledge.worldbank.org/handle/10986/33513>. License: CC BY 3.0 IGO.



Sahel, international military support, and the role played by the diaspora) and coordinated management of shared regional assets are elements of stability that can be capitalized upon to produce lasting effects.

Map 1. Regions of the Liptako-Gourma Region of Burkina Faso, Mali, and Niger - The Project's Target Areas



Source: Humanitarian Data Exchange (<https://data.humdata.org/>) spatial datasets in combination with data from the Database of Global Administrative Areas (<https://gadm.org/index.html>).

3. The Liptako-Gourma Region faces multidimensional and interrelated risks, leading to a vicious cycle of fragility that has proven difficult to overcome. The joint World Bank Group (WBG)⁷ and United Nations (UN) Pathways for Peace report identifies four ‘arenas of contestation’, around which conflict takes place: (a) power and governance; (b) service delivery; (c) land and natural resources; and (d) justice and security. For communities in Liptako-Gourma, power and governance challenges include the absence of state institutions, incomplete decentralization processes, and unequal representation and voice in government for some groups such as youth, women, people with disabilities, nomadic populations, and ethnic and religious minorities. Poor access and low-quality public services, as well as a lack of positive state presence, aggravate governance challenges by reinforcing feelings of exclusion and marginalization. Inequitable territorial distribution of basic services, while not directly linked to violence, generates frustration and affects state legitimacy and its ability to mediate conflict. Lastly, a receding state presence in the border areas, the state’s difficulty in protecting citizens, and poor access to justice services (that is perceived as favoring elites) have eroded public trust of the state. This has also created an enabling environment for non-state actors (for example, self-defense militias) to fill security gaps left by the lack of State security, contributing to a further rise in violence.

4. Limited access to basic services also constrains communities’ ability to effectively manage shocks and stresses of all kinds. This includes the impacts of climate variability and change on land and natural resources, which are highly climate sensitive and form the basis of key sectors and livelihoods in the region. Temperatures have increased in recent years, as has variability in precipitation patterns, increasing the incidence of floods and droughts. These changes have lowered soil productivity and water

⁷ UN and World Bank. 2018. *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*. Washington, DC: World Bank. <https://openknowledge.worldbank.org/handle/10986/28337>. License: CC BY 3.0 IGO.



availability, severely affecting agriculture and livestock. The impact of climate variability on the natural resource base has been further exacerbated by scarce employment or income-generating opportunities, which has intensified environmental degradation and competition over the region's dwindling natural resources, which are also highly sensitive to weather-related hazards and shifting climatic conditions. This has meant that farmers and pastoralists are often at odds, competing over land and water for their livelihoods, which has in turn compounded conflicts and fragility risks, affecting agriculture through lower soil productivity and water access. Thus, fragility drivers and vulnerability to climate-related risks have reinforced and amplified each other in recent years, undermining the resilience of communities to manage the risks associated with the fragility, conflict, and violence (FCV)-climate nexus, resulting in negative coping strategies and maladaptation, particularly in areas with limited access to basic services and safety nets.

5. Climate risks—such as extreme temperature, extreme precipitation and flooding, and drought—are projected to increase in Burkina Faso, Mali, and Niger and in particular in the Liptako-Gourma Region. Mean annual temperature is projected to increase by 1°C in the Sahel over the next 20 years and 4°C by the end of the century. Heat waves are expected to be more frequent, intense, and longer lasting, likely increasing by 8–28 days. While rainfall is currently low, projected high rainfall variation is likely to exacerbate both drought and flood risks, particularly in the short term. By the 2050s, it is anticipated that there will be increased frequency (+1–43 percent) and intensity (+1–12 percent) of heavy rainfall events in much of the Sahara, including Burkina Faso and Mali. In Niger, estimates are increased in frequency by +16–75 percent and uncertain trends for intensity ranging from –4 to +21 percent.⁸ Almost 100,000 additional people are also estimated to be exposed to the risk of flooding in Liptako-Gourma annually. These climate change impacts will increasingly affect key socioeconomic and development sectors—especially agriculture and livestock—and also infrastructure. These changes would worsen existing environmental problems like land degradation and deteriorated water quality and further lower agricultural productivity. Climate change-induced migration and variations in pastoralists' migration patterns would also intensify competition and create new tensions and conflict over natural resources, particularly among farmers and pastoralists. Impacts from climate variability and change on water resource availability, agriculture, and livestock together with increased climate-induced displacement will exacerbate existing food security challenges. Marginalized groups, including women, youth, and people with disabilities, will be disproportionately vulnerable to climate change impacts due to their relatively higher rates of poverty and limited access to productive resources, basic services, and safety nets and exclusion from decision-making process. In the absence of support, Sahelian states face challenges in managing these climate change impacts related to existing political, economic, and social instability including poverty, historical grievances, poor governance, and weak institutions.⁹

6. In recent years, Liptako-Gourma has seen an escalation of violence and conflict, which threatens to destabilize the entire region and undermine development gains. Security incidents have escalated, including indiscriminate attacks against civilians and the defense and security forces, looting, and property destruction, as well as kidnappings and targeted assassinations. Violence in Sahel was initially triggered by exogenous factors related to regional dynamics, including the difficulties of the state in controlling cross-border movement of arms, people, and goods, thereby creating the possibility of violent spillover.

⁸ USAID. 2018. Climate Risks in West Africa: Regional Risk Profile.

⁹ UN and World Bank. 2018. *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*. Washington, DC: World Bank. <https://openknowledge.worldbank.org/handle/10986/28337>. License: CC BY 3.0 IGO.



However, current conflict risks are not only the result of the rise in regional violent extremism but also deep-rooted structural causes and frustrations over the lack of positive state presence—which is perceived as exclusionary, contested, and absent (particularly relating to protection and justice). The growing unrest, which first emerged in Northern and Central Mali, has metastasized throughout Liptako-Gourma, particularly in vulnerable border areas that are isolated with weak state presence and overexposed to security threats. Since 2015 in particular, the boundaries between violent extremism, rebellions and insurrections, community self-defense, and banditry have blurred.¹⁰ Liptako-Gourma has seen the rise and spread of violent extremist groups and armed groups, which have taken advantage of a power vacuum and porous borders to establish a regional presence. To consolidate their positions, they have also exploited long-standing grievances, as well as ethnic and socioeconomic divides to serve their interests. Their tactics include terrorizing local populations and eliminating state presence and services to create a need for their support and services. In certain areas, the violence expressed through violent extremist groups was of an insurrectionary nature, with the armed groups proposing to replace a State considered as discriminating by a theocratic counter-model which claims to be more egalitarian.¹¹ In addition, as the defense and security forces are facing difficulties in providing security to local populations, self-defense groups have emerged in certain areas. This has led to increased violence between and against civilians, including the rise of intercommunity conflicts, often backed by ‘self-defense’ militias, over competition for scarce resources. Between 2016 and 2020, the recorded number of violent events (battles, explosions, and violence against civilians) in the tri-border area increased tenfold, and the conflict is estimated to have led to the death of about 6,250 people.¹² The broken justice system and lack of progress in judicial proceedings against self-defense group attacks on civilians have also contributed to the perceived impunity of local militias.¹³ Furthermore, transnational organized crime (for example, cattle-rustling and drug and arms trafficking), banditry, and other illicit activities are fairly widespread in the region and threaten to evolve and lead to higher violence. They also often serve as the only source of income for many vulnerable groups and youth. Demographics and climate change (including environmental degradation) also serve as ‘threat multipliers’ that amplify the fragilities and even the dynamics of conflict, in particular with regard to access to natural resources and basic services.¹⁴ These dynamics often reinforce one another and are both the byproduct and a leading cause of fragility, as they have resulted in a weakened social contract between citizens and the state. Growing social unrest and discontent has also led to political upheaval. Disputes over polls sparked a series of rallies, which culminated in a military coup in Mali in August 2020. Transitional authorities have since been appointed in Mali which have promised to hold elections.

7. Growing violence has led to an acute humanitarian, food insecurity, and forced displacement crisis, which has been exacerbated by climate change and Coronavirus Disease 2019 (COVID-19). As many as 2.1 million people in Liptako-Gourma were estimated to be in a situation of severe food insecurity between June and August 2020. Armed conflict and violence, together with the adverse effects of climate change, led to a significant displacement of 1.66 million individuals in Liptako-Gourma as of December 2020. This includes around 1.49 million internally displaced persons (IDPs) (90 percent of the displaced population) and 0.17 million refugees (10 percent). Burkina Faso accounts for 64 percent of the displaced

¹⁰ World Bank. 2019. Sahel Risk and Resilience Assessment (RRA).

¹¹ World Bank. 2019. Sahel Risk and Resilience Assessment (RRA).

¹² Armed Conflict Location and Event Data (ACLED), 2021. *Ten Conflicts to Worry About in 2021*.

<https://acleddata.com/2021/02/02/ten-conflicts-to-worry-about-in-2021/#1612195879250-fd67dc25-cc2c>.

¹³ World Bank, 2020. Sahel RRA.

¹⁴ World Bank. 2019. Sahel RRA.



and is now the world's fastest-growing displacement crisis with a 20-fold increase from 50,000 in January 2018 to over one million by October 2020. Mali and Niger hold 20 percent and 12 percent, respectively, of the region's IDPs.¹⁵ A growing number of IDPs live in host communities in these climate hot spots, most of which are poor and vulnerable and typically lack the resources to adapt to an increasingly hostile environment characterized by multi-hazard risks. Governments are also under increased pressure to deliver basic social services at a time when there are competing calls to increase security spending. More recently, the COVID-19 pandemic has led to significant and potentially long-lasting public health and economic impacts. COVID-19-related movement restrictions across the three countries, including border closures, have also substantially affected cross-border dynamics, migration, and food security. The impacts of the global COVID-19 outbreak, compounded by security and climate risks, are worsening the short-term economic outlook for these countries, with further decline expected in the medium term, aggravating poverty and social challenges.

8. Children, youth, women, and people with disabilities are among the most affected by the crisis.¹⁶ Children and youth have been severely affected by school closures. In Mali, Niger, and Burkina Faso, about 10,000 teachers are displaced, with as many as 400,000 children estimated to be without access to education in 2019, which is a twofold increase from 2017.¹⁷ Youth not in employment, education, or training are increasingly targeted for recruitment by extremists or armed groups, which exploit existing grievances and use egalitarian narratives to attempt to bestow a sense of purpose to marginalized youth, providing a reaffirmation of self-worth, as well as income. Burkina Faso, Mali, and Niger have one of the world's youngest populations, with median age of less than 18 years, making the need to integrate youth into the social and economic fabric even more pressing.¹⁸ While the region's youth dividend could be a potential driver for economic growth, lack of economic opportunities for youth can translate into growing fragility risks and out-migration. Additionally, conflict and weather-related disasters not only are major causes of disability but also have a greater impact on people with disabilities. Failure to address hidden disabilities (such as mental and psychosocial health problems) also inhibit efforts to rebuild social capital and economic development.

9. Women face stark inequalities that can enhance their vulnerability in an FCV and climate-vulnerable context. All three countries rank very low on the Gender Inequality Index which measures three important aspects of human development—reproductive health, empowerment, and economic status.¹⁹ Niger ranks last (189), Mali ranks 184, and Burkina Faso ranks 182. Women have a 58 percent labor force participation rate in Burkina Faso, 52 percent in Mali, and 15 percent in Niger.²⁰ In the Sahelian agricultural system, women and men work together to produce food, but they typically cultivate separate crops or care for different livestock.²¹ For food processing, women are often associated with the primary and secondary processing of grains and the processing of poultry and small livestock. For food distribution,

¹⁵ Central Sahel and Liptako-Gourma Crisis Monthly Dashboard #12, International Organization for Migration (IOM), January 4, 2021.

¹⁶ UNHCR, Sahel Emergency, February 2021, <https://www.unhcr.org/en-us/sahel-emergency.html>.

¹⁷ ACAPS, Conflict and Displacement in Mali, Niger, and Burkina Faso, Briefing Note, March 22, 2019.

¹⁸ UN, Department of Economic and Social Affairs, Population Division. <https://esa.un.org/unpd/wpp/>. (Medium-fertility variant).

¹⁹ UNDP. 2020. *Gender Inequality Index*. <http://hdr.undp.org/en/content/gender-inequality-index-gii> .

²⁰ World Bank. 2020. Labor Force Participation Rate, Female (% of Female Population Ages 15+) (National Estimate) - Burkina Faso, Mali, and Niger. <https://data.worldbank.org/indicator/SL.TLF.CACT.FE.NE.ZS?locations=BF-ML-NE>.

²¹ Gnisci, D. 2016. "Women's Roles in the West African Food System: Implications and Prospects for Food Security and Resilience." West African Papers, No. 3, OECD Publishing, Paris, 2016. <https://doi.org/10.1787/5jpl4mh1hxen-en>.



women typically hold a monopoly on street-food vending.²² In Burkina Faso and Mali, the majority of women's economic participation consists of roles in agriculture, and the share of female employment in agriculture is 87 percent in Burkina Faso, 64 percent in Mali, and 38 percent in Niger.²³ However, the share of female agricultural landholders is less than 10 percent in Burkina Faso and under 5 percent in Mali.²⁴ Furthermore, discriminatory family code in the form of early and forced marriage, lack of parental authority, and unequal inheritance rights limit women's decision-making power and participation in local institutions in Liptako-Gourma. As they are more likely to experience poverty and have less socioeconomic power than men, women are disproportionately vulnerable to the impacts of climate change and face greater difficulty recovering from disasters and adapting to shifting climatic conditions. Women are disproportionately vulnerable to the impacts of climate change as they are more likely to experience poverty and their income sources are often more dependent on climate-sensitive natural resources or exposed to shocks. For example, street-food vending has been severely affected by COVID-19 lockdown measures. Women also face greater difficulty recovering from disasters and adapting to shifting climatic conditions, often as a result of patriarchal gender norms that limit their ownership of land and access to resources that support coping and adaptation

10. Gender-based violence (GBV) is highly prevalent in all three countries. Women and girls, especially those with disabilities, are highly vulnerable to GBV. Evidence from Mopti in Mali, for example, points to growing incidence of early marriage, rape, and survival sex. Conflict, militarization, and insecurity in some areas of the countries have further exacerbated pre-existing risks of GBV in multiple ways: the collapse of social safety nets and protective relationships; the growing challenges in accessing life-saving services, leaving survivors isolated and unable to seek care; the weakened rule of law and state presence failing to provide protection; the increased severity of gender inequality; and different manifestations of GBV. Climate change and COVID-19 also exacerbate vulnerability to GBV, for example, through increased challenges in sourcing food, water, and other critical livelihood resources (often the responsibility of women), as well as lockdown measures that can make it difficult for women to escape domestic violence. In addition, it is estimated that Niger has the highest prevalence rate of child marriage globally, with 77 percent of girls married before the age of 18 and 28 percent before the age of 15.²⁵ Burkina Faso and Mali also have a high prevalence rate of child marriage. For example, in Mali, 53 percent of girls are married before the age of 18,²⁶ and 36 percent of women gave birth before the age of 18.²⁷ This may be exacerbated in situations of high insecurity as families may see marrying their young daughters to older men as a way to protect them and to improve access to natural and financial resources. Furthermore, sexual violence against girls in schools is of particular concern, notably in Burkina Faso.²⁸ While Burkina

²² Gnisci, D. 2016. Women's Roles in the West African Food System: Implications and Prospects for Food Security and Resilience." West African Papers, No. 3, OECD Publishing, Paris.

²³ Food and Agriculture Organization (FAO) of the UN. FAO Statistical Yearbook 2014, Asia and the Pacific, Food and Agriculture.

²⁴ Bouchama, N., G. Ferrant, L. Fuiret, A. Meneses, and A. Thim. 2018. "Gender Inequality in West African Social Institutions." West African Papers, No. 13, OECD Publishing, Paris.

²⁵ Girls Not Bride, Child Marriage Rates in Niger, accessed at <https://www.girlsnotbrides.org/child-marriage/niger>.

²⁶ INSTAT (*Institut National de la Statistique*), Cellule de Planification et de Statistique Secteur Santé-Développement, and ICF. 2019. *Mali Demographic and Health Survey 2018*. Bamako, Mali: INSTAT/CPS/SS-DS-PF and ICF. <http://dhsprogram.com/pubs/pdf/FR358/FR358.pdf>.

²⁷ INSTAT, *Cellule de Planification et de Statistique Secteur Santé-Développement*, and ICF. 2019. *Mali Demographic and Health Survey 2018*. Bamako, Mali: INSTAT/CPS/SS-DS-PF. <http://dhsprogram.com/pubs/pdf/FR358/FR358.pdf>.

²⁸ Office of the UN High Commissioner for Human Rights. 2017. Committee on the Elimination of Discrimination against Women reviews the report of Burkina Faso.

<https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=22292&LangID=E>.



Faso does have a GBV law to prevent and address violence against women and girls, implementation continues to be a challenge. The law also does not cover marital rape or prohibit sexual harassment in education or public spaces. In Niger, there are no laws on domestic violence or aggravated penalties for crimes against spouses or family members. Similarly, there are no laws on domestic violence, marital rape, or sexual harassment in Mali.

11. The international and regional response to the crisis has focused on security and humanitarian challenges, yet there is growing recognition to prioritize the humanitarian to development transition. Also, there is a need to reinforce regional mechanisms to respond to the main FCV drivers. In September 2013, the UN General Assembly adopted a resolution calling for an integrated strategy for the Sahel, emphasizing that humanitarian needs cannot be addressed in isolation from security considerations and development efforts, including considerations of climate and disaster risks. On the security front, Burkina Faso, Mali, and Niger, together with Mauritania and Chad, as part of the G5 Sahel, have launched a Joint Force in 2017, stepping up their military presence in the region. Other international military responses include the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the French Force Barkhane. However, there are concerns that security expenditures are crowding-out development investments, including for improved governance, engaging communities, and fostering social cohesion, and thereby undermining a sustainable recovery. An ambitious response, the ‘Sahel Alliance’—established in 2017 by Germany, France, and the European Union (EU) and subsequently joined by the WBG, the African Development Bank, the United Nations Development Programme (UNDP) and other development partners—is working in partnership with G5 Sahel countries to support targeted development interventions in the Sahel. Its members have developed a core operating framework. This includes a pipeline of 800 projects to be implemented by 2022 totaling about EUR 11.6 billion (including US\$8.5 billion from IDA) and 12 flagship programs that showcase how the Sahel Alliance is charting new ways for partners to engage in FCV environments,²⁹ in line with the G5 Sahel’s Integrated Priority Action Framework (CAPI). Targeting vulnerable populations, these flagship programs use an integrated spatial and multi-sectoral approach, aimed at achieving rapid results to stabilize regions where security has been recently restored. Their ‘prototype’ has been designed by the WBG in Konna (Central Mali). The members recently agreed on implementing this integrated multi-sectoral approach in a systematic way, prioritizing areas through close field coordination. The proposed project is one such intervention.

B. Sectoral and Institutional Context

12. Liptako-Gourma’s complex multi-sectoral challenges with cross-border spillovers call for an integrated and holistic regional response. A regional approach offers four distinct advantages. First, it avoids ‘public goods’ from undermining national development efforts. Lack of investments in basic services, climate-adaptive resilience, and livelihood opportunities can result in out-migration, adding pressure to poor host communities and the Government’s capacity to respond. Second, a common framework for stabilization and cohesion, in the context of highly mobile populations across country borders, can reinforce targeted investments. Third, given the small and fragmented markets in remote areas, an integrated regional response can leverage larger economies of scale by supporting livelihood and

²⁹ Sahel Alliance, <https://www.alliance-sahel.org/en/sahel-alliance/>; WBG, Press Release, December 15, 2020. “The World Bank Boosts Support to the Sahel for a Resilient Recovery from the Security and Economic Crisis.”

<https://www.worldbank.org/en/news/press-release/2020/12/15/the-world-bank-boosts-support-to-the-sahel-for-a-resilient-recovery-from-the-security-and-economic-crisis>.



infrastructure investments that enable small-scale regional trade to continue. Fourth, stronger regional coordination can spur learning, leading to improved public policies through enhanced data sharing and regional knowledge. Failing to intervene at the regional level can lead to self-defeating national programs, as improvements on one side of the border can be disrupted and undermined by neighboring instability. Lastly, a regional approach can support the management of assets that are shared by bordering countries in an integrated way.

13. An urgent shared challenge is the need to provide immediate assistance and targeted support to prevent negative coping strategies among climate-vulnerable, conflict-affected, displaced, and host community households. In the absence of income-generating opportunities, and with poor road access and security constraints affecting access to fields or markets, many households are drawing on their existing assets to survive through selling livestock or consuming their crops. Non-displaced households in conflict-affected communities have seen local agricultural systems affected by the destruction of farming and irrigation facilities and attacks or thefts of cattle. Many displaced households have been forced to leave behind their cattle or tools and are therefore dependent on host populations for their survival. Needs assessments in host communities have found most displaced households either to be unemployed or have precarious and climate-sensitive livelihoods working as day laborers and farm workers. Food security is overwhelmingly cited as the main priority for the displaced. In addition to man-made disruptions, frequent floods and droughts episodes negatively affect farming and herding. Supporting livelihood restoration and climate-adaptive income-generating opportunities among the displaced is therefore critical for a sustainable recovery.

14. Access to water and sanitation is a growing concern for both conflict-affected and host communities in Liptako-Gourma, and the challenge is compounded by the impacts of climate variability and change. The destruction of water points has been a common tactic in the region's conflict, forcing vulnerable groups (particularly women and girls) to travel long distances, often at great personal risk (for example, of GBV), to collect drinking water. For host communities, many of which faced prior water shortages (exacerbated by climate change), coping with the rising demand from displaced populations has proved exceedingly difficult. The use of non-protected water sources, such as open wells, rivers, and lakes, is common among IDPs. Recent needs assessments in Tillabéri and Sakoira municipalities in Niger found that households travel about 8 km to source water, while about 24 percent of the population in Soum province in Burkina Faso had to travel over 30 minutes to the nearest water point.³⁰ Overcrowded conditions further strain access to limited sanitation facilities. Assessments have also found open defecation to be widespread across IDP communities in all three countries, increasing the risk of disease transmission. The lack of safe and accessible sanitation facilities also places women and girls at a greater risk of sexual violence.

15. Despite urgent needs, local governments in the Liptako-Gourma Region lack sufficient fiscal resources, instruments, and capacity to effectively respond to the crisis and restore public confidence. For the most part, local governments rely on budget support from donors to finance investment, since government transfers and own-source revenues are used for operating expenses. A review of local development planning across communes in the three countries found that local development plans (LDPs)

³⁰ Conflict and displacement in Mali, Niger and Burkina Faso, Briefing note – 22 March 2019.

https://reliefweb.int/sites/reliefweb.int/files/resources/20190322_acapsRegionalBriefingNote_mali_-niger_-burkina_faso.pdf.



are not inclusive, lack conflict sensitivity, fail to adequately integrate climate change considerations, and are disconnected from the budgeting process.³¹ LDPs are prepared for five-year windows and therefore do not account for the growing number of displaced or the destruction of community infrastructure from the escalating conflict. Varying levels of access across the communes prevent all villages from being included in the process. Consultations are often ‘thin’, involving some discussions with community leaders, yet not building on village development plans or diagnostics. While annual investment plans, linked to LDPs, are meant to guide yearly investments, unclear budget allocation results in a long list of aspirations and needs without prioritization. Consequently, decisions are determined by the municipal council, often resulting in misalignments between the selected investments and community priorities, leading to frustrated expectations.

16. Development partner-financed projects in the Sahel, including Liptako-Gourma, focus primarily on sectoral investments. Many partners are working in the region. The EU supports regional stabilization through a program that promotes social cohesion and rehabilitating basic infrastructure. The UN has three main programs focusing on border management for stability and human security. The United States Agency for International Development is financing a resilience and economic growth project, which focuses on boosting short-term income and training opportunities. The African Development Bank is financing the Integrated Program for Development and Adaptation to Climate Change in the Niger Basin. The ‘Three Borders’ project of the French Development Agency (*Agence Française de Développement*, AFD) contributes to Liptako-Gourma’s stabilization by supporting socioeconomic investments and social cohesion activities in the border areas of Burkina Faso, Mali, and Niger.

17. The proposed project responds to a need for both bottom-up and regional approaches to simultaneously address emergency and climate change needs, heightened pressures from forced displacement, competition over natural resources (including land and water resources), and regional data monitoring gaps. Existing WBG projects in Liptako-Gourma primarily focus on sectoral approaches linked to infrastructure, food security, livestock, and human development. This includes providing a wide range of support services, like cash transfers, livelihood, labor-intensive public works (LIPWs), and so on. An initial mapping undertaken during project preparation shows the total estimated amount of active WBG activities in Liptako-Gourma to be over US\$3 billion. However, the WBG’s response to a regional crisis has been predominantly national. Thus, the types of intervention and level of implementation across different countries have been uncoordinated, posing limits on curbing the transnational dimensions of FCV driving factors. There is also a deficit of cross-border dialogues and regional harmonization. Hence, given the region’s investment needs and the regional dimension of the crisis, there is considerable scope for the WBG to scale up development support to Liptako-Gourma—through a regionally coordinated approach to tap on potential regional synergies. Thus, there is a need for the WBG to employ bottom-up and regional approaches concomitantly to (a) address emergency needs in the most remote communities as part of post-crisis recovery and building resilience (including to address climate change vulnerability context); (b) consolidate support to local communities and weakened institutions, experiencing heightened pressures from the influx of displaced populations; (c) support territorial development, focusing on structuring investments with cross-border spillover effects; and (d) establish regional data and monitoring mechanisms promoting regional stability.

³¹ This is one of the findings of a Citizen Engagement and Local Development Plan review in the Liptako-Gourma Region that was undertaken by the task team as part of the project preparation process.



18. The proposed project's regionality, conflict-sensitive design, and integrated territorial approach complements the existing WBG portfolio in Liptako-Gourma. The planned regional engagement complements national-level programs by providing a common framework for regional, national, and local stakeholders to strengthen resilience and support the humanitarian to development transition. In Burkina Faso, the Local Government Support Project Additional Financing (P162742) supports administrative and fiscal decentralization by strengthening communes' institutional capacity and citizen participation in local governance. The proposed project will build on existing citizen engagement modalities and leverage commune capacity improvements by supporting investments linked to LDPs. It is also a sister operation to the Emergency Local Development and Resilience Project (P175382), as it would be implemented by the same Project Implementation Unit (PIU), follow similar institutional arrangements, but target different communes to ensure comprehensive coverage. In Mali, the project will establish strong links with the existing Project Coordination Unit (PCU) and regional implementation units within the Ministry of Economy and Finance (*Ministère de l'Économie et des Finances*, MEF) that are implementing the Mali Reconstruction and Economic Recovery (P144442), the Emergency Safety Nets Project in Mali (Jigiséméjiri) (P127328) and Social Safety Net Additional Financing 3 (P173321), as well as the Mali Rural Mobility and Connectivity Additional Financing (P176775). In Niger, the project is well aligned with, among others, the Niger Refugees and Host Communities Support Project (P164563) and the Kandadji Project (P130174), as well as the Niger Integrated Water Security Platform Project (P174414) which is currently under preparation. At a regional level, the proposed project's coordinated approach for small-scale community investment, trust-building activities, and knowledge sharing for improved policy making will benefit from the West Africa Food System Resilience Program's (P172769) regional operation designed to support agro-sylvo-pastoral systems' nutritional needs and generate surplus incomes. The proposed project also complements sector-specific investments, some of which have had to temporarily stop operations in Liptako-Gourma due to security risks, by using a conflict-sensitive approach that enables tailored engagement in different localities, thereby restoring access to basic services and building the foundations to resume operations.

19. The proposed project contributes to a Regional and Community-Centered Approach to Lagging Regions in West Africa. This approach follows a development model predicated on 'Thinking Regionally while Acting Locally'. It consists of two intervention pillars: (a) regional development diplomacy and (b) regionally informed community-centered platforms. The first pillar recognizes the need for regional dialogue among key government, humanitarian, and development actors to underpin a common policy response to shared drivers of FCV and climate vulnerability. It will support access to timely and quality data, targeted regional analytics, and the innovative use of technology (such as data and knowledge platforms) to promote cross-border learning and build a common understanding of regional best practices to inform community-centered development processes. The second pillar refers to the deployment of multi-country community-centered development platforms, designed to localize implementation while drawing on lessons from the regional dialogue. The community-centric model aims to restore the social contract between local governments and communities by ensuring local investments respond to communities' most pressing needs and by promoting local economic development. Specifically, communities will be engaged to support (a) participatory needs assessments; (b) the prioritization and identification of investments feeding into LDPs; (c) monitoring and evaluation (M&E) activities; and (d) local grievance redress committees. The menu of investments, implementation modalities, security measures, and targeting approach will be harmonized drawing on regional lessons while reflecting and strengthening existing country systems. This overall regional approach is being implemented in the Lake



Chad Region Recovery and Development Project (PROLAC, P161706) and is under preparation for another regional project targeting the lagging regions of the Gulf of Guinea—Côte d'Ivoire, Ghana, Togo, and Benin (Gulf of Guinea lagging regions social cohesion project, P175043).

C. Relevance to Higher Level Objectives

20. The project's objectives are consistent with the Country Partnership Frameworks (CPF) for Burkina Faso, Mali, and Niger:

- **Burkina Faso.** The three focus areas for the CPF FY18–22 (Report No. 123712-BF) are to (a) accelerate sustainable private sector-led growth for job creation (including sustainability of natural resources); (b) invest in human capital and social protection systems, and (c) strengthen governance and support citizen engagement. The proposed project will contribute toward all three focus areas, particularly in supporting community skills development and livelihoods through territorial planning and linking with economic infrastructure.
- **Mali.** The three identified focus areas for FY16–19 (Report No. 94005-ML), which have since been extended to FY21, are to (a) improve governance; (b) create economic opportunities; and (c) build resilience. The proposed project addresses all three focus areas by adopting a community-centered approach focused on local development and the strengthening of local institutions, as well as increasing community resilience, cohesion, and citizen engagement through natural resource management and livelihood activities.
- **Niger.** The three areas of focus for FY18–22 (Report No. 123736-NE) particularly under the lens of mitigating FCV/climate risks, are (a) increased rural productivity and incomes; (b) improved human capital and social protection; and (c) better governance for jobs, service delivery, and growth. The proposed project is consistent with all three areas as it supports agricultural livelihood activities, strengthens local service delivery, and provides immediate crisis response for forced displacement (for example, basic necessity kits).

21. The project is well aligned with the WBG's strategy for Western and Central Africa. The project is aligned with the priority recommendations in the WBG's recent Sahel Regional Risk and Resilience Assessment (RRA)³² for development actors to identify and implement multi-sectoral intervention packages (with particular attention to inclusion of all population groups), support concerted management of natural resources, and strengthen decentralized local institutions. By targeting interventions to tackle sources of FCV risks, the proposed project is in line with the WBG's Strategy for FCV 2020–2025's³³ four strategic pillars: (a) preventing violent conflict and interpersonal violence, (b) remaining engaged during conflict and crisis situations, (c) helping countries transition out of fragility, and (d) mitigating the spillovers of FCV. Moreover, the project is closely aligned with the IDA19 commitment to the Sahel to (a) scale up regional approaches to fragility in areas affected by forced displacement and (b) address drivers of fragility by working to prevent conflict, promote stability and growth, and support rehabilitation and resilience. The project's particular focus on women is also aligned with the WBG's Gender Strategy for 2016–2023 and its strategic objectives, notably increasing economic opportunities and enhancing women's voice and agency. By boosting regional data and monitoring and strengthening local capacities

³² World Bank. 2019. Sahel RRA.

³³ Report No. 121912.



for natural resource management, the project will also support the Next Generation Africa Climate Business Plan³⁴ and the Africa Climate Business Plan - Third Implementation Progress Report and Forward Look (Report No. 132749). The proposed project's regional approach is also fully consistent with the Regional Integration and Cooperation Assistance Strategy Update for FY21-FY23 for Africa (Report No 154458-AFR). Additionally, the project is closely aligned with the WBG COVID-19 Crisis Response Approach Paper by supporting resilience and recovery.

22. The project is also aligned with key national strategies to support prevention and resilience:

- **Burkina Faso.** The proposed project is aligned with the Government's priorities expressed in the Priority Action Matrix (*Matrice d'Actions Prioritaires*) of the Emergency Program for the Sahel in Burkina Faso (*Programme d'urgence pour le Sahel au Burkina Faso*, PUS-BF), which builds on the 2019 Prevention and Peace Building Assessment (PPBA).³⁵ The project supports priority areas, such as (a) optimizing the management of humanitarian and social emergencies; (b) strengthening the presence of the state; and (c) consolidating the foundations of social cohesion and the resilience of populations and territories of the PUS. The project will also support activities of the program for the development of the local economy (Local Economy Development Support Project [*Projet de Développement des Economies Locales*, PADEL]) and build on its past engagement in Burkina Faso. The project is also closely aligned with the associated Prevention and Resilience Allocation (PRA) Government strategic objectives: (a) promoting peace and security; (b) building resilience in unstable areas, areas under pressure, and prevention areas; (c) strengthening inclusive governance and the delivery of essential services; and (d) reinforcing inclusive management of natural resources (though not directly supporting the management of land and extractive resources).³⁶
- **Niger.** The project is well aligned with the four strategic objectives of the Government's PRA Action Plan,³⁷ particularly to (a) improve the integration of youth and women into the country's economic and social dynamics; (b) promote participatory security management and strengthened state presence in border areas and at-risk regions; (c) prevent and manage conflict and tension related to natural resource access and population growth; and (d) improve governance. The PRA Action Plan builds on the Government's existing comprehensive approach to address conflict and the drivers of fragility, embedded in its National Plan for Economic and Social Development.³⁸

³⁴ World Bank. 2020. "The Next Generation Africa Climate Business Plan: Ramping Up Development-Centered Climate Action." World Bank, Washington, DC. <https://openknowledge.worldbank.org/handle/10986/34098>. License: CC BY 3.0 IGO.

³⁵ In 2019, the Government of Burkina Faso, with the support of the African Development Bank, the European Commission, the UN, and the WBG, conducted the PPBA to inform the activities of the PUS-BF. The first phase of the PPBA process supported the development of a Priority Action Matrix (*Matrice d'Actions Prioritaires*) to prevent the escalation of violence and conflict and to ensure that external financing is well coordinated among donors, with coordination across security, humanitarian, and development actors.

³⁶ World Bank. 2020. *Eligibility Note for Access to the PRA for Burkina Faso*.

³⁷ World Bank. 2021. *Eligibility Note for Access to the PRA for the Republic of Niger*.

³⁸ Strategy for Sustainable Development and Inclusive Growth - Niger *Stratégie de développement durable et de croissance inclusive Niger* (SDDCI) and *Plan de Développement Économique et Social 2017–2023*, prepared by the Government of Niger. The National Plan for Economic and Social Development is the first five-year plan of the SDCCI 2035. The pillars of the SDCCI are also relevant to the FCV drivers: (a) Protecting the national territory from security threats; (b) Modernizing the state and making it more efficient; (c) Developing human capital through the enhanced provision of basic services; (d) Modernizing the



- **Mali.** The proposed project is also in line with the Government's adopted Strategy for Conflict Prevention and Resilience (2020–2023), particularly the pillars on promoting good governance and improving the living conditions of the population, as well as the strategy's differentiated spatial approach to conflict risk mitigation.

II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

23. The Project Development Objective (PDO) is to contribute to the recovery and resilience of communities in target areas of the Liptako-Gourma Region of Burkina Faso, Mali and Niger through a regional approach supporting (i) integrated socio-economic services and infrastructure, (ii) livelihoods and territorial development, and (iii) regional data and coordination.

PDO Level Indicators

24. The following PDO-level indicators will measure progress toward achievement of the PDO:
- Beneficiaries in project target areas provided with improved access to socio-economic services (broken down by females, youth and forcibly displaced) (Number)
 - People provided with access to improved water sources (broken down by females) (Number)
 - Beneficiaries that report an increase in annual income (in %) as a result of project activities (broken down by females, youth and forcibly displaced) (Number)
 - Land area where sustainable agricultural, land and water management practices, suited to local and regional agro-ecological conditions, have been adopted as a result of the project (Hectare)
 - Joint action plan supporting the regional harmonization of policies and investments in the Liptako-Gourma region, agreed during an annual coordination meeting with participation of the three countries (Number)

B. Project Design

25. **This project is seen as part of a larger regional program and long-term commitment to support the recovery of and build resilience in the Liptako-Gourma region.** The proposed operation aims to contribute to a larger regional program by building the foundation for the sustained engagement required to systematically deepen regional coordination, harmonize policies, and create regional public goods. A long-term vision is necessary to sustain a joint response to the region's shared FCV and climate risks, in strengthening the recovery-stabilization-climate-resilient development nexus. While the first phase (that is, this project) will focus on integrated socioeconomic services and infrastructure, livelihoods and territorial development, and regional data and coordination (as explained earlier), subsequent phases/projects will aim to focus on deepening this engagement and extending it in thematic and geographical terms. Given the volatile security, political, and climate-vulnerable situation in the region,

rural economy, including by restructuring pastoralist production systems and decentralizing processes; (e) Developing a dynamic private sector; and (f) Managing the demographic transition.



the exact scope of future engagement is not yet known and will be kept flexible to allow task teams to reassess and better accommodate to the fluid specific circumstances. An overview of the different phases which are envisioned under this larger regional program is provided in Table 1.

Table 1. Overview of the Regional Program's Planned Phases

Program Phase	Themes	Geographical Targeting
Phase 1	<ul style="list-style-type: none">Focus on the immediate crisis response and transitional support toward stabilization, concentrating investments in selected target local governments and communities to maximize impacts.Operationalize a regional knowledge management platform (KMP), which will be used as a springboard to develop future regional programming.	Selected set of communes as outlined in Table 5. More communes may become eligible during project implementation.
Phase 2	<ul style="list-style-type: none">Focus on deepening the engagement by scaling local investments to allow for greater territorial coverage as part of each investment cycle as well as intensify and consolidate regional dialogue gains.	Communes that already participated in the earlier Phase 1 (if still eligible and based on a participatory need assessment) and additional communes in the target regions
Phase 3	<ul style="list-style-type: none">This phase could extend the project further in thematic and geographical terms; thematically, it could focus on larger-scale trans-border investments to increase the regional spillover effect and support the countries in the medium- to long-term recovery.	This phase could extend project activities beyond the identified target regions of this first phase. It could also extend to additional countries if needed and the rationale/context is given.

26. The project follows a three-pronged territorial development approach, comprising ‘concentric circles’, to tailor investments to different target areas and support the region’s recovery and resilience.
The concentric circles correspond to the different project components:

- The first circle, under Component 1, focuses on the immediate crisis response by targeting the source of displacement to capitalize on security gains and provide a peace dividend in conflict-affected communities. It will finance livelihood restoring and climate-resilient income-generating activities, delivery of household supplies and goods, and small-scale basic infrastructure in response to communities' most pressing needs.
- The second circle, under Component 2, targets secured communes and communities, mostly in secondary cities and their surroundings, that host a large share of the forcibly displaced. The component aims to (a) mitigate mutually reinforcing FCV and climate risks related to increased competition for scarce social services, economic opportunities, and natural resources and (b) create the foundations for a more sustainable regional recovery through stronger links to LDPs and a renewed social contract with greater opportunities for community decision-making on local investments. It will support multi-sectoral investments, including access to socioeconomic infrastructure and services (particularly water and sanitation), local economic development interventions, and environmental and natural resource management.
- Finally, Component 3 will pave the way for future regional programming and larger-scale investments by building capacity for regional dialogue and implementation of harmonized local approaches. This includes supporting national and regional data and monitoring, as well as



regional coordination and collaboration. The sharing of best practices (for example, on tackling FCV and climate risks) across the three countries is expected to accelerate communities' recovery and open opportunities for future cross-border activities as security improves. This component will also strengthen local-level capacity building, citizen engagement, and social cohesion.

27. The proposed project is designed to address some of the region's identified FCV drivers and climate risks across four arenas of contestation: (a) governance and power; (b) land and natural resources; (c) service delivery; and (d) security and justice. See Annex 9 for a more detailed overview of FCV drivers and climate risks which the project aims to address.

28. Applying the Regional and Community-Centered Approach to the Liptako-Gourma Region.³⁹ The project components are designed to support and link both regional development diplomacy and community-centered platforms. More concretely, activities under Component 3 aim to strengthen data and dialogue efforts, so as to strengthen regional investment planning and policy-making capacities among governments and humanitarian and development partners in Liptako-Gourma. Conversely, activities under Components 1 and 2 will build a regional community-centered platform that involves an area-based, bottom-up approach with inclusive and participatory development processes. It will provide the flexibility to meet communities where they are, and develop customized solutions to common regional challenges, adapted to the community's specific needs and local contexts. Activities will vary, depending on the setting and LDPs, and additional investments will be planned based on needs identified as part of the regional capacity-building process and will be accompanied by local-level capacity building, citizen engagement, social cohesion, and resilience-building activities. Interventions under Components 1 and 2 will be monitored by regional KMP for recovery and stabilization under Component 3. In turn, the data and lessons learned from this platform will also help inform which local-level investments can be done where and how, when a certain commune would transition from small-scale immediate crisis response investments under Component 1 to medium- and larger-scale development investment under Component 2, as well as inform regional policy dialogue and action plans for the development, recovery, and resilience of Liptako-Gourma. Over time, these two levels of interventions are expected to be increasingly interlinked.

29. Restoring the interface between local government and citizens by supporting greater community engagement in local development planning. The project proposes to work simultaneously with local governments and communities to ensure a better match between investments and needs, improve social inclusion and accountability, and restore trust between the Government and citizens. Underpinning this approach are four key elements: (a) participatory planning and budgeting; (b) participatory monitoring and supervision; (c) feedback and grievance mechanisms; and (d) adequate representation and participation of women, youth, and systematically excluded people including persons with disabilities, at every step of the process. First, the selection of project investments will be mainstreamed through the yearly process of updating LDPs; the project will provide assistance to local governments to ensure adequate community engagement and social inclusion in the process and reinforce the capacity of communities to participate effectively and meaningfully. Second, beneficiary communities will take part in the monitoring of activities, notably via a digital platform facilitating interaction between community committees, facilitators, and local governments throughout the project

³⁹ This approach is described in more detail in the section B. Sectoral and Institutional Context of this Project Appraisal Document (PAD).



cycle. Third, strong complaints-handling mechanisms will reinforce community voice and ensure accountability. Communities will also directly take part in the implementation of investments involving LIPWs. Finally, facilitating partners will ensure that the voice of women, youth, and systematically excluded people including persons with disabilities is considered when identifying needs and planning and monitoring activities. Annex 7 provides further detail on the project's approach to community-centered local development and citizen engagement mechanisms. The approach will be initiated in the first year of project implementation and will apply to the investments for both Components 1 and 2 in years 2–5 of the project. In year 1, a more centralized rapid prioritization exercise will be carried out with a community and municipal validation to ensure activities reflect community priorities and investments commence rapidly. The first-year process will be informed by a rapid diagnostic of needs and priority interventions based on existing information (including existing LDPs, local sectoral plans, and assessments carried out by other projects/donors) to establish a long list of potential investments. This list will subsequently be narrowed through consultations with participating local governments (PLGs) and communities to prioritize key interventions that will be supported in the first year. In subsequent years (years 2–5), planning will be based on the above-described community-centered approach whereby communities update LDPs jointly with commune governments and identify investment priorities under Components 1 and 2.

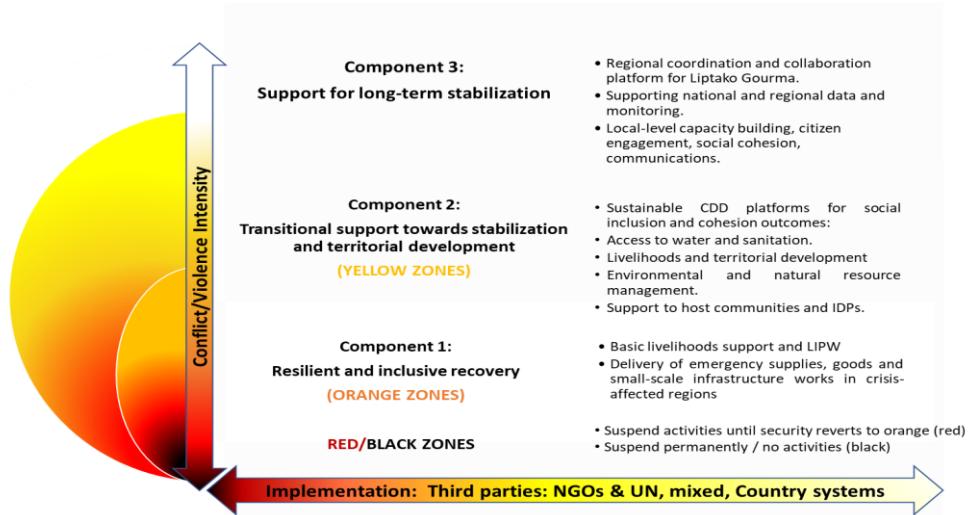
30. **To address stark gender inequalities, the project has integrated gender-sensitive interventions into the various project components to promote women and girls' economic opportunities and foster their agency and resilience.** These activities will be adapted to the specific countries' contexts and identified gender gaps. In response to gender-based disparities in economic opportunities, the project will target women through a multifaceted approach of livelihood, agribusiness, and labor-intensive activities under project Components 1 and 2. Activities that aim specifically at women will be prioritized, and women's participation will be encouraged and ensured in all activities of these components. Increasing women's roles in public life and decision-making will be supported by women's participation in local development committees, as well as in the regional KMP and data work under project Components 1 and 3, respectively. A female quota will be established for local development committees to ensure that a significant number of women participate in the local development planning decision-making process. Finally, gender gaps in women's agency will be addressed through the promotion of GBV prevention and mitigation measures and response mechanisms. Giving excluded groups, particularly women and youth (including those with disabilities), more voice and increased economic opportunities will be an integral element for the sustainable and peaceful development of Liptako-Gourma. The project will draw lessons from key projects in the region such as the Sahel Women's Empowerment and Demographic Project (SWEDD, P150080).

31. **Considering elevated security risks and their operational/reputational implications, the WBG, together with the PIUs, has adopted a 'risk mitigation by design' strategy.** Security risks are factored into all elements of project design, supervision, and implementation. Security risks play an important role in both the selection of subproject sites and in the sequencing of activities depending on the level of complexity allowed by ground conditions. Subject to changes in security, additional target communes and communities can be added within the project's target regions. The initial selection of target communes was informed by security considerations, yet a regular assessment is required given rapid changes in security conditions both within and across communes. Given the regional character of the project and multiplicity of subproject locations and activities, it is impossible to determine a priori a numeric baseline for insecurity that applies universally across all project sites. For this reason, several criteria are used to



classify yellow, orange, and red/black zones: (a) levels of insecurity - estimated according to the number of publicly available reported security incidents, open-source analyses of conflict intensity, degree of militarization, and number of forcefully displaced persons and (b) the degree of access for technical PIU staff, implementing partners, contractors, and NGOs. This approach (which will be regularly updated) is sketched in Figure 1 and detailed in Annex 8. While the risks are high, the project is expected to have significantly positive economic, social, and cultural impacts in all three countries as well as contribute toward reducing the overall vulnerability of the local populations. These potential project results, compared to a situation of non-intervention, therefore outweigh the project's risks.

Figure 1. Project Activities According to Security Zones



32. **Component overview.** The project has five components. Each of these components is described in more detail below. Under the project, no personal data or personally identifiable information are to be collected or processed by the recipients (Burkina Faso, Mali, Niger, and LGA). The breakdown of the financing amounts by component and country is shown in Table 2.

Table 2. Breakdown of the Financing Amounts by Component and Country (US\$, millions)

Components	Burkina Faso	Mali	Niger	LGA	Total
Component 1: Resilient and inclusive recovery of conflict-affected communities	34.0	23.0	18.0	—	75.0
Subcomponent 1a: Basic livelihood support and income-generating activities	12.0	8.0	14.0	—	34.0
Subcomponent 1b: Delivery of household goods and small-scale infrastructure works in crisis-affected regions	22.0	15.0	4.0	—	41.0
Component 2: Transitional support towards stabilization and territorial development of communities	76.0	47.0	60.0	—	183.0
Subcomponent 2a: Access to resilient socioeconomic infrastructure and services	56.0	32.0	46.0	—	134.0



Components	Burkina Faso	Mali	Niger	LGA	Total
Subcomponent 2b: Resilient livelihoods and local economic development interventions	20.0	15.0	14.0	—	49.0
Component 3: Regional dialogue, coordination and data and capacity building	20.0	15.0	10.0	2.5	47.5
Subcomponent 3a: Strengthening regional collaboration for recovery and stabilization	—	—	—	2.5	2.5
Subcomponent 3b: National capacity building for regional collaboration	5.0	5.0	5.0	—	15.0
Subcomponent 3c: Local-level capacity building, citizen engagement, and social inclusion	15.0	10.0	5.0	—	30.0
Component 4: Project Management	20.0	15.0	12.0	—	47.0
Component 5: Contingent Emergency Response Component (CERC)	0.0	0.0	0.0	—	0.0
Total	150.0	100.0	100.0	2.5	352.5
Of which Project Preparation Advance (PPA) (included in the country totals)	—	—	3.0	—	3.0

C. Description of Project Components

Component 1: Resilient and inclusive recovery of conflict-affected communities (US\$75.0 million equivalent)

33. This component will focus on supporting the resilient and inclusive recovery of conflict-affected communities in partially insecure communes and communities in the so-called ‘orange zones’. It will mitigate further displacement by addressing the immediate needs of affected communities through the provision of goods, livelihood support, and the rehabilitation of small-scale productive infrastructure. Eligible communities will be able to select from a closed menu of investments under this component to address emergency needs. It will generate income through LIPWs involving target communities. It is anticipated that this component will represent around 20 percent of total project investments. As stated earlier, the project operates in a context that is highly vulnerable to the effects of climate change. Activities that directly and demonstrably contribute to greater climate resilience will be prioritized in the participatory selection of project investments, with the goal of reaching a share of 65 percent of Component 1 activities contributing to climate mitigation or adaptation and/or improved management of natural resources. Security in target areas will be monitored continuously to adjust or suspend activities when required by circumstances.⁴⁰ The activities under this component will generate useful field-level data and information that will feed into regional data collection and dialogue supported by Component 3. The regional data and dialogue on development issues in Liptako-Gourma will in turn inform adjustments to field activities. The component has two subcomponents:

⁴⁰ For example, the FAO, World Food Programme (WFP), the United Nations Office for Project Services (UNOPS), the International Committee of the Red Cross (ICRC), and others.

*Subcomponent 1a: Basic livelihood support and income-generating activities (US\$34.0 million equivalent)*

34. This subcomponent will focus on the short-term restoration of basic livelihood in conflict-affected areas and address the needs of target communities for economic resources. Activities under this subcomponent include:

- Provision of agricultural inputs such as seeds for local staple crops (maize, sorghum, beans, and peas), fertilizer (such as nitrogen, phosphorus, potassium, and urea), and manual tools, with an emphasis on climate-smart agricultural practices (e.g. prioritizing drought-resistant crops);
- Provision of livestock kits and animal feed to farmers and herders (that is, sheep, goat, and cattle);
- Extension services such as short training courses (for example, on climate-resilient practices), including e-extension services where feasible;
- Provision of livestock kits and extension services for poultry farming, aquaculture, and fishing to promote livelihood diversification (away from climate-vulnerable livelihoods) and improve food security (including food insecurity affected by droughts); and
- Community subprojects designed to enhance environmental protection and climate resilience. This includes targeted LIPW activities related to soil preservation to improve soil fertility and climate-resilient small water and sanitation infrastructure, as well as restoration works and regeneration of pasture lands to improve carbon stocks.

35. LIPW activities will generate well-needed income for target communities. Participants in LIPW activities will be selected through a public lottery selection system. Recruitment will be widely advertised. Eligible persons who would like to participate in the lottery for LIPW activities can register, subject to certain limits like distance to subproject sites, previous unemployment, one individual per household, and so on. Names drawn will then be written on two lists by gender, to ensure 50 percent of beneficiaries are female. Limits and/or prerequisites, which will be described in more detail in the Project Implementation Manual (PIM), will ensure that the most vulnerable (such as youth and females) are prioritized in the selection process for participating in LIPW activities. These activities will be accompanied by men's sensitization and engagement interventions to encourage women's participation. Selection mechanisms will also support prioritization of youths, displaced persons, and people with disabilities. The proposed method promotes a transparent, fair, and equal chance for all community members to benefit from the project, which is important in a context where trust in the Government is low and social capital has been weakened. In addition to generating income, the LIPW method can contribute to social inclusion and cohesion by (a) demonstrating that a large variety of works can be done by the community (even unskilled community members) and (b) allowing workers from different backgrounds and genders to work together. Keeping LIPW opportunities within target communities also mitigates potential risks of conflict with external laborers, who might be perceived as competing for limited new local income-generating opportunities.

36. To promote climate resilience, livelihood activities financed under this component will support stress-tolerant crop varieties and climate-smart cultivation practices, as well as soil preservation and the restoration and regeneration of pasture lands. Proposed activities will be screened for their contribution to improved natural resource management and climate change mitigation or adaptation, and investments with a positive contribution will be prioritized in the participatory selection of project investments. The project aims to ensure that 65 percent of activities across Subcomponents 1a and 1b will contribute demonstrably to climate mitigation or adaptation and/or improved management of natural resources.



Subcomponent 1b: Delivery of household goods and small-scale infrastructure works in crisis-affected regions (US\$41.0 million equivalent)

37. This subcomponent will provide much-needed supplies to conflict-affected communities with moderate to substantial accessibility constraints. It will also support the rehabilitation of small-scale infrastructure. The activities financed under this subcomponent will include

- Provision of basic necessity kits, consisting of household supplies like solar lighting, rainwater harvesting kits, kitchen sets, mosquito nets, plastic mats, blankets, hygiene kits, and so on;
- Rehabilitation and construction of climate-resilient water and sanitation structures; and
- Rehabilitation of small-scale socioeconomic infrastructure, via LIPW when applicable.

38. To improve community resilience to climate change, kits will include supplies that favor the adoption of positive coping strategies, including rainwater harvesting kits (that can reduce land degradation). The subcomponent will also promote small-scale infrastructure that integrates climate change considerations. For instance, buildings will be designed to cope with seasonal flooding or landslides and rehabilitated with options for greater natural light and therefore greater energy efficiency. Proposed activities will be systematically screened for their contribution to improved natural resource management and climate change mitigation or adaptation, and investments with a positive contribution will be prioritized. For rehabilitation works, it is estimated that 65 percent of financing will contribute demonstrably to climate mitigation and adaptation measures.

Component 2: Transitional support towards stabilization and territorial development of communities (US\$183.0 million equivalent)

39. This component will contribute to territorial development and stabilization in comparatively safer and more accessible communities in ‘yellow zones’ (mostly in secondary cities and their surroundings) that host a large share of the forcibly displaced population. Investments will support communities’ access to socioeconomic infrastructure and services, climate-resilient livelihoods, and environmental and natural resource management. Therefore, they will contribute to mitigating risks of increased competition for scarce resources driven by the compounding impacts of climate change and FCV. The project will support host communities and the forcibly displaced populations, as well as the communes’ local institutions. The component will deploy a community-centered approach by ensuring the representation and active participation of local communities in local development planning processes, the identification and prioritization of their needs, and the implementation and monitoring of project activities. These community-centered platforms will strengthen the social contract by providing mechanisms for communities to work with local governments to drive local investments. They will foster social resilience and support a territorial development approach where investments are tailored to the realities of local development challenges (including degree of community isolation, violence, and climate risks).

40. Subproject selection will emphasize investments that leverage synergies across complementary sectors to maximize impact. This could include, for example, developing the neighborhood surrounding a public space or a market by improving access to basic services (such as water and sanitation) and community infrastructure, while supporting livelihood opportunities with increased market accessibility (access roads to main arteries of transport, and so on). Investments will be complementary to national



programs and activities of humanitarian and development partners. The project will also facilitate links between target areas both nationally and regionally (for example, through spatial connective infrastructure). The regional spillover effect of community-centered investments will be maximized through (a) input from regional dialogue activities supported by Component 3 and (b) the prioritization of activities with both local and regional relevance and/or with high potential for regional impact in the future (considering findings from the West African Economic and Monetary Union [WAEMU] and the Swiss Cooperation cross-border project [*Programme de Cooperation Transfrontaliere Locale*]). Additionally, prioritization of investment for Component 2 will also favor geographical clustering of interventions to develop larger-scale catalytic interventions, alongside the other key criteria of cross-border links and benefiting IDP and host communities.

41. Subproject selection will also prioritize investments that support climate resilience. Proposed activities will be systematically screened for their contribution to improved natural resource management and climate change mitigation or adaptation. The project aims to ensure that 65 percent of Component 2 financing will directly contribute to climate mitigation or adaptation.

42. Activities are organized into two subcomponents, described below. Both community-level and municipal-level investments will be supported, with implementation modalities adjusted according to the size of subprojects and the area context. Both subcomponents will use an open menu approach to ensure investments are responsive to local needs. This will also enable municipalities, communes, and communities to pull resources together for larger inter-sectoral investments.

Subcomponent 2a: Access to resilient socioeconomic infrastructure and services (US\$134.0 million equivalent)

43. This subcomponent will finance local investments to (a) expand and improve local service delivery and (b) build integrated infrastructure for local development and support regional integration and positive spillover impacts. The target communities and local governments will work together to identify and prioritize the specific social services and inclusive socioeconomic infrastructure to be funded through the yearly updating of LDPs. To ensure sustainability, only those subprojects that can have their operating costs covered and can be maintained and staffed will be financed. Community sub-projects will be designed to enhance inclusion of women, youth, displaced persons and people with disabilities in local development activities. An illustrative list of possible investments under this subcomponent includes:

- Rehabilitation of secondary and tertiary roads and construction or rehabilitation of footpaths, culverts, and small bridges (this will include the improvement of pedestrian mobility);
- Rehabilitation and cleaning of drainage canals;
- Rehabilitation of local electricity facilities (including the promotion of solar power);
- Rehabilitation of equipment of primary and secondary schools;
- Rehabilitation of equipment of health centers and provision of essential medicines;
- Construction, upgrading, rehabilitation, or expansion of small-scale water supply systems (boreholes with manual or solar pumping and standpipes) and sanitation systems (household latrines - ventilated improved pit or flush toilet types and sanitation cabins); and
- Activities focused on soil and water conservation (for example, establishment and management of tree nurseries).



44. These activities will improve access to basic services that are critical for coping with and building resilience to climate and other shocks. The subcomponent will also ensure that the construction and rehabilitation of community infrastructure will integrate climate-resilient design practices, including the ability to cope with climate extremes (such as flooding and extreme heat). In addition, roads and electricity works will be supplied by renewable energy to the extent possible. Rehabilitated water supply systems and drainage canals will also help address water scarcity in the region and support flood risk management, thereby contributing toward mitigating climate change risks and preventing potential conflicts over water resources. Proposed activities will be systematically screened for their contribution to improved natural resource management and climate change mitigation or adaptation. The project aims to ensure that 65 percent of Component 2 activities contribute to climate mitigation or adaptation and/or improved management of natural resources.

45. The following infrastructure subprojects are not eligible: religious buildings, construction of new schools or new health centers, construction or rehabilitation of individual dwellings, construction of new asphalted roads, and private goods to individuals. To the extent possible, the constructed/rehabilitated infrastructure will incorporate a universal design to allow for accessibility for all.

Subcomponent 2b: Resilient livelihoods and local economic development interventions (US\$49.0 million equivalent)

46. **This subcomponent will support existing and newly established livelihood and producer groups through small infrastructure investments and skills development.** It will support groups or beneficiary households in agriculture, livestock, fisheries, and agro-processing—concentrating investments in a few selected locations to maximize impact. While adopting a demand-driven approach, the project will prioritize investments with strategic value from the perspective of local economic development and territorial plans. A particular emphasis will also be put on using innovative climate-smart agricultural techniques, including targeted support to agriculture production (pre- and post-harvest) and marketing for selected products as well as promoting Zaï or integrated agro-sylvo-pastoral systems and ecological land rehabilitation.

47. An illustrative list of possible investment packages under this subcomponent includes

- Construction and rehabilitation of community storage facilities, veterinary clinics, livestock markets, and vaccination facilities;
- Upgrading and/or rehabilitation of community buildings, stalls, and markets, especially markets with regional links; and
- Enterprise and skills development training to producer groups including women groups, based on community cluster-level territorial development plans.

48. Activities of this subcomponent will complement the activities of other humanitarian and development partners, especially the UNDP and the FAO. Community-centered subproject selection will be facilitated to ensure an adequate inclusion and prioritization of the economic needs of women, youth, displaced persons, and people with disabilities.

49. As in previous subcomponents, activities will emphasize and promote climate resilience in the choice of livelihood activities and infrastructure to be supported. High-value agriculture and value chain



development activities under this subcomponent will also incorporate climate risk considerations and focus, where possible, on the adoption or inclusion of climate-smart agricultural technologies including the use of drought-resistant seeds and irrigation. Project activities will, for example, upscale innovative climate-smart agricultural techniques such as Zaï and integrated soil fertility management approaches in collaboration with deconcentrated extension services where available, NGOs, and other stakeholders. Proposed activities will be systematically screened for their contribution to improved natural resource management and climate change mitigation or adaptation. The project aims to ensure that 65 percent of Component 2 activities contribute to climate mitigation or adaptation and/or improved management of natural resources.

Component 3: Regional dialogue, coordination and data and capacity building (US\$47.5 million equivalent)

50. This component aims to strengthen regional collaboration and build local capacity to support a harmonized regional response to existing FCV drivers through a community-centered approach. This will be done via three subcomponents focused on the regional, national, and local levels. At the regional level, the project will facilitate the establishment of a KMP to address gaps across three pillars: (a) data collection; (b) analytics; and (c) dialogue-building activities that will support the establishment and implementation of a common regional vision in Liptako-Gourma. The implementation of KMP activities will require the engagement of a range of stakeholders, including (a) universities and think tanks (particularly those from the Liptako-Gourma Region); (b) international actors (for example, G5, Sahel Alliance) and diplomats; (c) humanitarian, human rights, and development organizations working in the region (for example, AFD); (d) local, regional, national, and technical government officials and policy makers (from the three countries); (e) local NGOs and community-based organizations (CBOs); and (f) development and human rights practitioners. At the national level, the component will finance the bulk of the activities by national actors that directly contribute to the three pillars of the platform. Lastly, at the local level, and drawing on common approaches supported by the platform, the project will reinforce institutional capacity for inclusive investment planning, citizen engagement, and social cohesion activities. These activities will also include dialogue and planning for climate change and resilience.

Subcomponent 3a: Strengthening regional collaboration for recovery and stabilization (US\$2.5 million equivalent)

51. Subcomponent 3a will finance activities related to the KMP implemented by the states of LGA. LGA, as the sole regional organization comprising only of the three national parties, is well positioned to support the coordination of KMP activities. To support implementation, the project will finance the establishment of a PIU within LGA, staffed with both consultants and LGA-seconded staff. LGA-managed activities will be gradually phased to progressively strengthen implementation capacity, and specialized agencies will be contracted to support implementation of core activities. The activities to be financed include complementary investments of a regional nature across the three pillars of data collection, analysis, and dialogue (3).

**Table 3. Illustrative List of Activities to Be Financed under Subcomponent 3a**

Pillar 1: Data Collection	Building an integrated and publicly available multi-layered database for Liptako-Gourma drawing on geospatial data, satellite imagery, and raster data and linked to national data centers. Data activities will also pay particular attention to climate data that inform climate change risks and response (such as temperature and rainfall measurements).
	Financing relevant information and communication technology (ICT) hardware, software, connectivity, data sets, access to expertise, and training to support the integrated data center
	Supporting the harmonization of data collection and analysis methodology for perceptions surveys through workshops with participating countries
Pillar 2: Analytics	Development of a regional catalog of existing national and regional research and report on the Liptako-Gourma via a dedicated catalog (this will include research on climate change and climate financing)
	Commissioning selective regional research focused on cross-border issues and specific security challenges that undermine regional development gains (including studies on the climate vulnerability context of the region)
	Assisting national parties to ensure complementarity of national scholarship programs
	Standardizing relevant regional KMP trainings through training of trainers activities
Pillar 3: Dialogue Building	Supporting the organization of the annual regional workshops
	Hosting regional discussions to discuss key policy recommendations stemming from KMP reports
	Supporting regional workshops with subnational actors in bordering local governments to cover pressing cross-border issues such as social cohesion, climate change, conflict prevention and management, and access to justice

52. The subcomponent will also finance the development and hosting of a novel digital KMP, drawing on inputs from the national parties and other KMP stakeholders. To ensure that the digital KMP reflects the needs and preferences of all KMP stakeholders, LGA will commission a firm experienced in human-centered design to support a co-creation process in the development of the software. The digital KMP functions will mirror the KMP investments by providing digital visualization of its core activities and supporting actionable diagnostics to inform policymaking. Some examples of potential functions include (a) e-Catalog, creating a digital library of research and reports in the region; (b) map composer and sector diagnostics, providing system-generated diagnostics drawing on integrated data center to display information on key trends, gaps, and alerts to guide local investments; and (c) a project tracker to identify the types of investments across the region. In addition, the digital KMP will be linked to a community-driven development (CDD) application (Subcomponent 3c) to disseminate key regional lessons to target communities. The KMP will complement existing and future initiatives such as AFD's knowledge platform (*Plateforme d'analyse, de suivi et d'apprentissage au Sahel*) and G5's Sahelian Center for Early Warning. LGA will also coordinate with the G5 Sahel, WAEMU, and Economic Community of West African States (ECOWAS) to support their involvement in the KMP.

53. The KMP will have a section on research and mobilization of climate financing (such as international performance-based financing in sequestering greenhouse gases [GHGs] and more specifically carbon—with the Bio Carbon Fund and the private sector). These funds could then enable them to scale up investments and ensure sustainability of the project's activities in the area.

*Subcomponent 3b: National capacity building for regional collaboration (US\$15.0 million equivalent)*

54. This subcomponent will finance activities by national parties related to the KMP to support their contributions and fruitful engagement in the regional dialogue through the platform. As with Subcomponent 3a, investments are structured around three pillars: (a) data collection; (b) analytics; and (c) dialogue-building activities. In terms of data collection, the subcomponent will finance capacity building of institutions at the national and local levels in data and monitoring, as well as investments in new data collection and consolidation. These investments will underpin regional diagnostics and new knowledge products. Analytics supported by the KMP will build on regional data to generate evidence-based analysis for the development of regional and cross-border policy and programming. This is expected to influence the preparation of future cross-border activities, on trade, digital/energy services, and so on. Lastly, the subcomponent will finance dialogue-building activities, drawing on improved regional analysis, to support a common and sustainable regional response to the crisis. Across these three pillars, links will be established to support multilevel stakeholder engagement involving community groups, local government institutions, national government, and development partners to promote synergies with humanitarian and development investments in the region. Special emphasis will be given to the engagement of local governments in regional activities through a series of workshops and visits that foster peer-to-peer learning and strengthen cross-border collaboration. Climate change risks and impacts in the region will be an integral part of the activities of this subcomponent. An illustrative list of activities is shown in Table 4.

Table 4. Illustrative List of Activities to Be Financed under Subcomponent 3b

Pillar 1: Data Collection	National integrated data centers and hardware and software solutions required for data collection and management (a particular focus will be on climate change data) Development and monitoring of Liptako Gouma indicators, covering multidimensional indicators used to monitor and compare developments on several axes, including governance, socioeconomic development, security and social cohesion, climate change vulnerabilities, and so on collected through surveys Conducting community panel perception surveys in selected localities using a mix-methods approach designed to take stock of community needs, aspirations, and intra and intercommunity dynamics Build and update project registries to map investments by sector, partner, and coverage
Pillar 2: Analytics	Finance national research capacity through partnerships with local universities and think tanks to strengthen the platform's sustainability. This includes commissioning new research based on regional development priorities grants to partner universities to finance scholarships for selected Doctor of Philosophy (PhD) students. Focus will be on study of climate change risks and impacts in the region. Support university-sponsored regular knowledge-sharing events, conferences, forums, field research, or development of specific courses related to regional challenges (including climate change challenges) Targeted learning programs for PIU staff, civil servants from the three member states, research partners, local governments, and civil society organizations (CSOs). Programs will cover data analysis, the use of the KMP and related digital applications, and monitoring multidimensional risks.
Pillar 3: Dialogue Building	Collaboration events, such as workshops and forums, involving international, regional, and local government actors to coordinate on and promote a common vision for the peaceful and successful development of the Liptako-Gourma Region



	An annual Liptako-Gourma international forum which will be hosted on a rotational basis by each participating country and with support from LGA. This will serve as a high-visibility event to discuss regional development issues, existing national and regional initiatives, and possible collaboration to strengthen the impact of stabilization programs.
	Field visits and studies to document best practices in community-driven activities, sharing lessons across the different project target areas. Lessons learned, key insights, and agreed policy changes will also be communicated back to local governments and communities leveraging project-supported digital tools to enhance a fluid dialogue across all levels of government and improve two-way exchange with communities.

Subcomponent 3c: Local-level capacity building, citizen engagement, and social inclusion (US\$30.0 million equivalent)

55. This subcomponent aims to build national, subnational, and local institutional capacity to mobilize and empower communities and implement investments responsive to local needs. It will strengthen the capacity of local stakeholders to engage in inclusive and conflict- and climate-sensitive decision-making to support the investment of funds under Components 1 and 2. Specifically, the subcomponent will finance three interrelated sets of activities, covering (a) subproject cycle implementation support; (b) citizen engagement and social accountability; and (c) youth mobilization, social inclusion, and social cohesion activities. The activities will be implemented by facilitating partners (FPs), which are organizations specialized in community mobilization and capacity-building support, contracted by national PIUs to cover specific geographic areas. The sub-component will cover the cost of community meetings, community- and commune-level workshop trainings, intercommunity exchanges and learning events, capacity-building activities for community institutions and commune governments, social accountability activities, technical assistance (TA) throughout annual investment cycles, and youth engagement and soft skills activities.

56. The FPs will be assigned specific communes to build capacity and provide TA to local governments and community institutions throughout the annual investment cycle, which includes (a) community mobilization and orientation; (b) participatory needs assessments and prioritization of investments; (c) subproject proposal developments to be included in Annual Investment Plans and LDPs; (d) implementation support; (e) participatory monitoring; and (f) participatory operations and maintenance (O&M). Communities will be represented by community development committees (CDCs), which can consist of either existing or newly established groups based on local conditions. These CDCs will benefit from training and capacity-building activities, including support for the elaboration or updating of LDPs or community emergency plans. Training will include strengthening capacities for disability inclusion, local-level planning on climate adaptation and mitigation, and the development of climate change communication and sensitization strategies.

57. The subcomponent will support community monitoring and citizen engagement activities, to enable meaningful participation of citizens in the project. The project will establish a two-pronged grievance redress mechanism (GRM)⁴¹ at the local and national levels to allow affected stakeholders to raise grievances and seek redress if and when they perceive that a negative impact has arisen from the project interventions. The GRM will be designed in consultation with relevant government and

⁴¹ Personal data that may be collected there and supplied to the WBG, where needed, will be dealt with under the WBG's Data Privacy Policy.



nongovernment stakeholders. It will establish accessible processes, including an information technology platform to submit complaints, as well as clear procedures from investigation to resolution and feedback. The GRM will include the provision for appeal if aggrieved parties are dissatisfied with the outcome. Community-level GRM committees will be established to allow for real-time feedback from project beneficiaries and will be composed of at least one female member and a youth. A communication campaign will be implemented, aiming at informing beneficiaries and stakeholders how to use the GRM and stipulating the investigation and resolution sequential process, timeline, and procedures. A range of communication channels will be adopted to reach people with disabilities. For the safe and confidential management of sexual exploitation and abuse and sexual harassment (SEA/SH)-related complaints, specific procedures will be developed integrating SEA/SH channels into the project general GRM.

58. A simple and innovative CDD application will also be introduced to support community committees, facilitators, and local government engagement throughout the subproject cycle. The CDD application will be customized to reflect the institutional arrangements and processes for each country and enhance two-way communication between communities and the Government. The digital tools will be gradually rolled out to ensure a simple user experience, and any needed modifications will be made before their scale-up. The use of simple digital solutions is expected to strengthen the project's community-centered approach by ensuring a regular flow of information; providing guidance throughout different stages of the subproject; as well as enhancing transparency on subproject approvals, available funding allocations, community needs, and financed investments. The CDD application will advance social inclusion objectives by tracking the needs and aspirations of different groups as recorded through focus group discussions, highlighting when their preferences are matched with actual investments.⁴² Collected data will also feed into the KMP, to inform regional dialogue. The subcomponent will finance servers, training activities, and smartphones for community committees and facilitators.

59. Youth mobilization, social inclusion, and social cohesion activities will be supported and embedded in the project's community outreach and mobilization activities. To ensure the priorities of youth, women, and disadvantaged groups are adequately considered, the project will engage these groups in identifying their needs and potential investment opportunities to be listed as part of the LDPs. An illustrative list of activities includes

- Community-based psychosocial support activities, including support for survivors of GBV (particularly for those with disabilities);
- SEA/SH prevention sensitization trainings;
- Inclusive and accessible sensitization sessions (for example, on disability inclusion) and formation/training campaigns on nonviolent methods of resolving conflicts, violence prevention, and de-stigmatization (and including also on climate action);

⁴² The CDD applications core functions include (a) e-capacity building, including instructional material with concrete guidance for community committees, facilitators, and local governments on their role at different stages of the annual investment cycles; (b) community diagnostics, designed to support the mapping of available infrastructure and services and document prioritized needs by different groups; (c) subproject cycle, which allows communities to submit agreed investment proposal, track approvals, and monitor implementation; (d) community pulse surveys, consisting of high-frequency or on-demand surveys to gain regular community insights to help project implementation; (e) community scorecards to allow citizens to assess subprojects; and (f) a GRM through multiple channels (analogue, feature phones, smartphones, and web form) for citizens to voice complaints and concerns or provide feedback on project activities.



- Cultural and sports events to promote collaboration, team spirit, and a positive identity of the people living in the Liptako-Gourma Region; and
- Comprehensive sport and art curricula to help youth (including those with disabilities) develop life skills and socioemotional learning and enhance their voice and constructive engagement with the community elders, as well as to help prevent GBV.

Component 4: Project Management (US\$47.0 million equivalent)

60. Project management and implementation will follow a decentralized approach using, as much as possible, the existing government structures at the national, subnational, and local levels, as well as local-level community institutions (to be established or strengthened). The component will finance the three national-level PIUs to carry out day-to-day project management responsibilities for Components 1 and 2, and Subcomponents 3b and 3c: (a) the planning, implementation, and technical oversight of program activities; (b) effective social and environmental risks management; and (c) financial management (FM) and procurement. The arrangements for project coordination will be determined at the preparation stage. Relevant government agencies at the regional, national, subnational, and local levels will be involved in the implementation process with adequate capacity-building support. Activities will include (a) communication support; (b) M&E arrangements, including the setup of a Management Information System (MIS); and (c) measures for enhanced transparency and accountability. Data produced under Component 3 will feed directly into project supervision and oversight. The component will also strengthen the PIUs' capacities to monitor project activities while supporting an improved understanding of GHG sources and trends, design mitigation strategies, and policy actions in the face of climate change.

61. The complicated security situation in each of the three countries will require a layered approach to project management and supervision as the WBG staff and consultants are unable to travel to many of the subproject sites. This layered approach will include a third-party monitoring (TPM) agency in each country, which may be a local NGO, as well as the creation of digital project monitoring and mapping platform for subprojects through the Geo-Enabled Initiative for Monitoring and Supervision (GEMS).⁴³ Both angles of this approach are outlined in more detail below:

- **TPM.** Each of the PIUs will recruit a TPM that may be a local NGO, CSO, or firm which will be tasked with monitoring (a) specific crucial activities under each component; (b) environmental and social (E&S) risk management; and (c) the local context and evolving security situation. The TPM will be reinforced by continuous community engagement and feedback which will also be regularly monitored. The TPM will be expected to undertake at least two field missions per year, if the security conditions allow for it, and to use innovative technology as well as perception surveys to better understand the situation and project implementation results on the ground. TPM is not intended to substitute existing country monitoring and security assessment systems but rather to serve as an additional source of information to support project implementation. The work of the TPM and the issues that they raise will be discussed during implementation support missions. The actors that will be implementing the TPM are also expected to cooperate closely with the communities and communities' monitoring system of project activities, where established. In addition to this TPM which will be financed and implemented by the clients themselves, the World

⁴³ The PIM will outline specific links in the flow of information and complementarities with state security structures.



Bank will seek funding (possibly with external partnership) to complement the work of the client TPM with a World Bank-financed and managed TPM.

- **GEMS.** To systematically implement the GEMS method, a capacity-building training will be organized for local project coordinators, M&E specialists, TPM,⁴⁴ and World Bank staff supervising the project. In addition, it will be ensured that contracts for works under this project will include an adequate budget for security costs as part of the contracts. The GEMS will also be integrated into the CDD application financed under Subcomponent 3c to strengthen community monitoring mechanisms and ensure that investments can be easily monitored in real time.

62. Project management will be undertaken in close coordination with security and justice forces. Social risks, including human security, will be monitored on a continuous basis by the PIUs using a system that includes monitoring and mitigation mechanisms at the community, project, and national levels as well as ICT and other innovations for remote monitoring. Annex 8 includes more details on a security risks assessment and implementation in the project target area. Furthermore, a security protocol for the PIU staff and beneficiaries who participate in project activities will be detailed in the PIM.

Component 5: Contingent Emergency Response Component (CERC) (US\$0 million equivalent)

63. This zero-budget component will establish a contingency fund that could be triggered in the event of a man-made crisis or natural disaster, through formal declaration of a national emergency, or upon a formal request from one of the Governments. This can include a response to communicable diseases, such as the COVID-19 pandemic. In the event of such a man-made crisis or natural disaster, funds from the unallocated expenditure category or from other project components could be reallocated to finance emergency response expenditures to meet emergency needs. This component will therefore support Burkina Faso's, Mali's, and Niger's emergency preparedness and response capacity. This also includes the financing of post-crisis and/or disaster-critical emergency goods or emergency recovery and associated services, as well as targeted provision of post-crisis and/or disaster support to affected households and individuals. Implementation arrangements for the immediate response mechanism will be outlined in the PIM that the borrower will prepare.

D. Project Beneficiaries

64. This project will focus on communities in selected intervention areas in the Liptako-Gourma Region at the three-border area of Burkina Faso, Mali, and Niger that have experienced negative spillover effects of the crisis due to conflict, forced displacement, and/or climate shocks. The project will cover eligible target communes (including secondary cities) in the following regions: (a) Burkina Faso: Sahel, Nord and Centre-Nord; (b) Mali: Mopti, Gao, Tombouctou, Ménaka, Douentza, and Bandiagara; and (c) Niger: Tillabéri.

65. The total number of project beneficiaries (direct and indirect) is estimated at 8,132,000 (which includes over 800,000 displaced persons). Beneficiary numbers by countries are estimated as follows: Burkina Faso: 2,366,000 beneficiaries; Mali: 3,848,000 beneficiaries; and Niger: 1,918,000 beneficiaries.

⁴⁴ The project will explore whether the TPM can use the GEMS methodology for (part of) their work on monitoring the situation on the ground; due to this, TPM staff would be included in the local capacity-building training, or a separate training will be organized just for them.



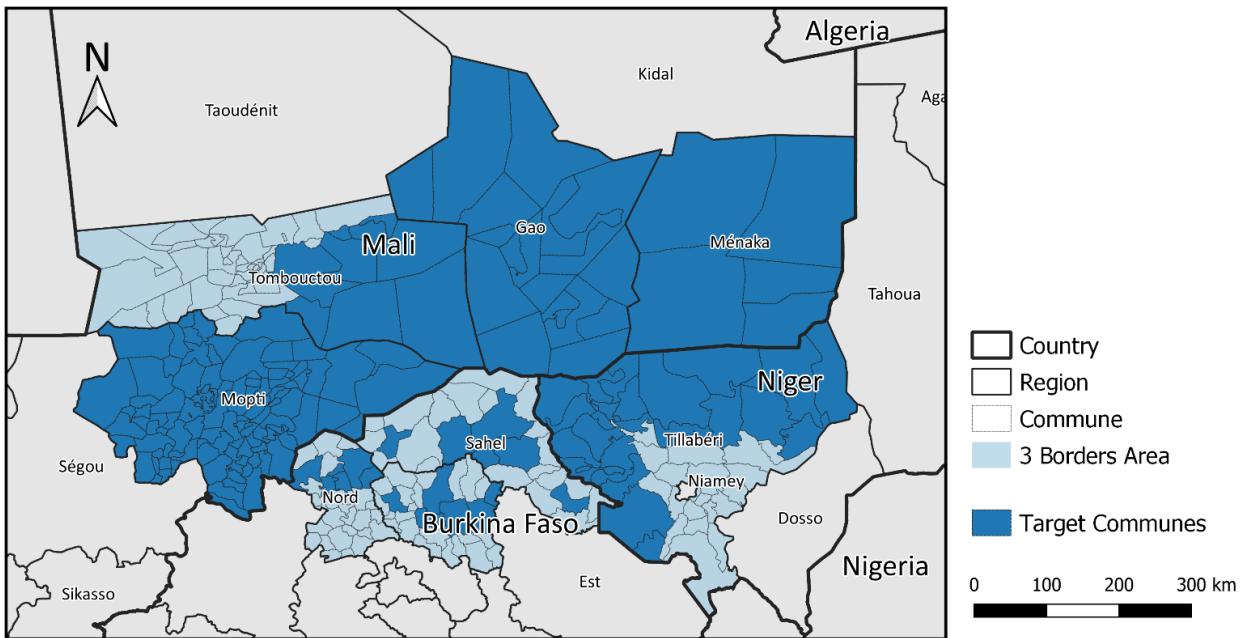
Particular focus will be on vulnerable populations in the selected intervention areas, which include women, youth, displaced persons, and people with disabilities. The potentially eligible communes, which host higher numbers of displaced persons affected by the crisis, are shown in Table 5.

Table 5. Intervention Areas of the Project

Country	Regions	Departments and Communes
Burkina Faso	Sahel	Djibo, Gorom-Gorom, Sebba, Dori, Arbinda, and Gorgadji
	Centre-Nord	Kaya, Yalgo, Barsalogho, Pissila, Tougouri, and Kongoussi
	Nord	Titao, Ouahigouya, Thiou, Ouindigui, Namissiguima, and Barga
Mali	Gao	All communes - phasing to be determined during early implementation and based on security situation
	Ménaka	All communes - phasing to be determined during early implementation and based on security situation
	Mopti	All communes - phasing to be determined during early implementation and based on security situation
	Tombouctou	All communes - phasing to be determined during early implementation and based on security situation
	Douentza	All communes - phasing to be determined during early implementation and based on security situation
	Bandiagara	All communes - phasing to be determined during early implementation and based on security situation
Niger	Tillabéri	Abala: Abala and Sanam Ayérou: Ayérou and Inates Banibangou: Banibangou Bankilaré: Bankilaré Gotèye: Gotèye and Dargol Filingué: Filingué and Kourfey Centre Ouallam: Ouallam, Tondikiwindi, and Dingazi Banda Téra: Diagourou, Kokorou, Mehana, Goroual, and Téra Tillabéri: Anzourou, Déssa, Bibiyargou, and Sakoira Torodi: Makalondi and Torodi



Map 2. Identified Target Communes in Burkina Faso, Mali, and Niger



Source: Humanitarian Data Exchange (<https://data.humdata.org/>) spatial datasets in combination with data from the Database of Global Administrative Areas (<https://gadm.org/index.html>).

E. Results Chain

66. Suboptimal territorial development in the conflict-affected Liptako-Gourma Region can be explained by three dimensions of economic geography (density, distance, and division) under the Lagging Lands - Violent Lands Framework,⁴⁵ which closely links violence with economic isolation. Low local *density* of economic production has limited the efficient agglomeration of labor and capital and thus economic growth potential. Economic and physical *distance* to leading economic areas has also curtailed the flow of capital, labor, goods, and services—and thus of opportunity—for both individuals and firms. Finally, physical, sociocultural, ethnic, or other thick *divisions* and borders create inequalities in living standards (including basic services) and hinder the spread of benefits from growth. Territorial development, FCV, and climate-related challenges often interact to reinforce each other. For example, economically lagging areas are often fertile ground for illicit activities and violence due to unemployment, grievances, food insecurity, and others. Violent conflict and impacts from climate change and extremes further weaken institutions and destroy infrastructure, increasing economic distance to markets and widening the gap between lagging and leading areas. Lags in economic and social development are thus as much a consequence of violence as factors that contribute to it.

67. The project seeks to address territorial development, FCV, and climate-related challenges in the Liptako-Gourma Region by (a) building a community-centered platform to reinforce resilience of

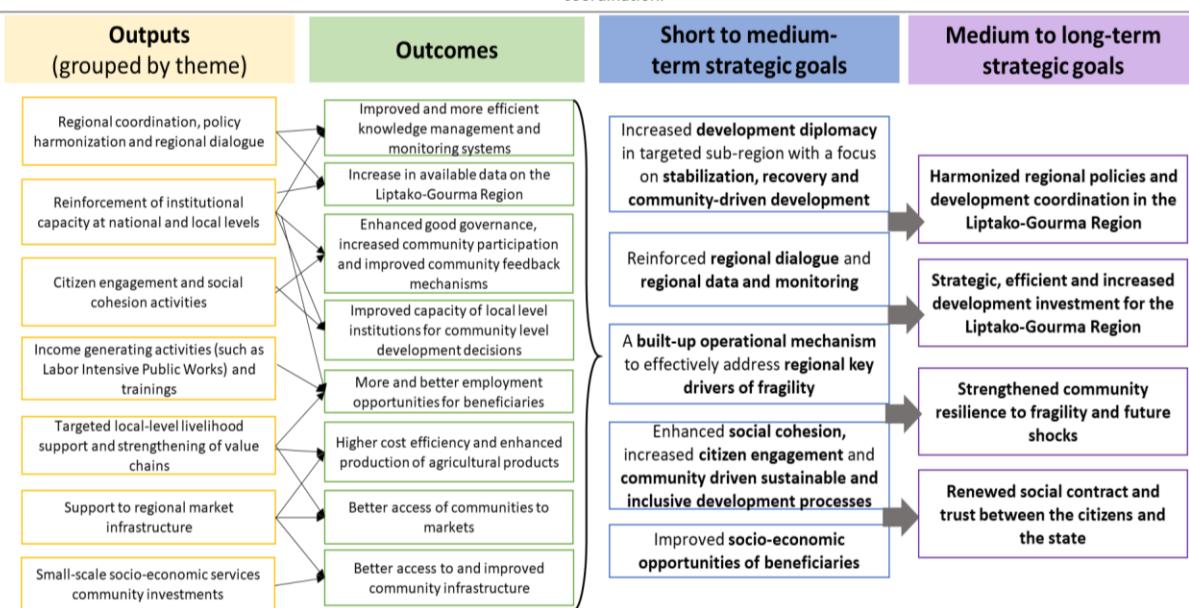
⁴⁵ World Bank, Lagging lands, violent lands: A framework for action, (2017). The description of the link between weak territorial development and fragility draws analytical elements from the World Development Report (WDR 2009) Reshaping Economic Geography and the WDR 2011 Conflict, Security and Development. See also the Lake Chad Regional Economic Memorandum (P171968) and PROLAC (P161706) that apply this approach.



communities and local institutions (through, for example, access to integrated socioeconomic services, resilient livelihoods, citizen engagement, and institutional capacity strengthening) and (b) strengthening regional development diplomacy for the subregion through enhanced regional dialogue and the building of a digital KMP. The theory of change in Figure 2 details the logic and will continue to be refined during project preparation. Furthermore, the World Bank will work with client teams in one or more countries to design and implement a rigorous impact evaluation (IE) adaptive learning strategy, focusing on specific activities or processes in the theory of change.

Figure 2. Theory of Change

PDO: Contribute to the recovery and resilience of communities in target areas of the Liptako-Gourma Region of Burkina Faso, Mali and Niger through a regional approach supporting (i) integrated socio-economic front-line services and infrastructure, (ii) livelihoods and territorial development, and (iii) regional data and coordination.



F. Rationale for World Bank Involvement and Role of Partners

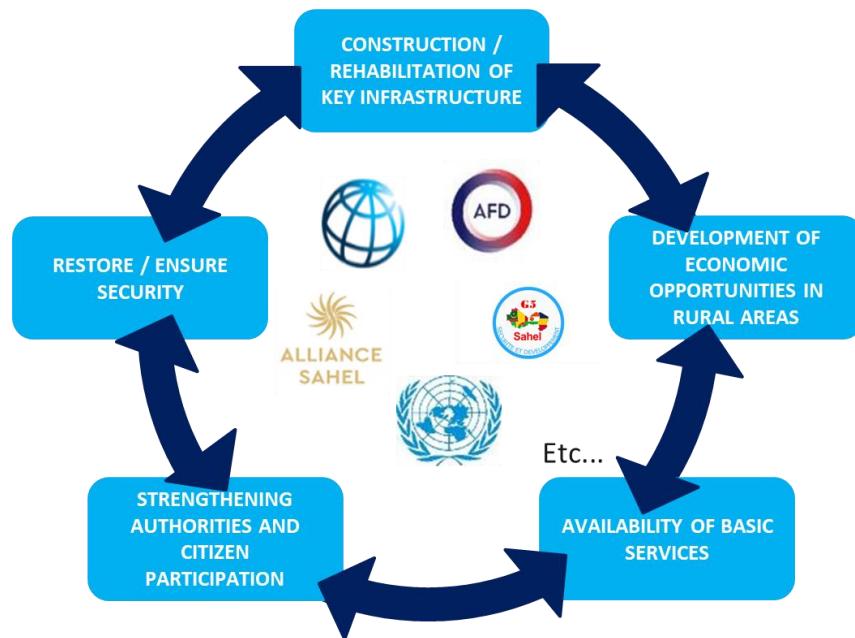
68. Current spending is far from commensurate with the scale of developmental demands in the crisis-affected Liptako-Gourma Region. The region has seen a significant escalation in violence since 2015,⁴⁶ which has exacerbated the gap in basic service provision in these underserved areas, as national resources are diverted toward combating insecurity. The already poor and marginalized populace face growing insecurities over loss of livelihoods, access to markets, property, and even their own lives. Thus, socioeconomic statistics and fragility drivers call for urgent and more robust involvement of development actors, which has been mainly focused on addressing immediate humanitarian needs. Thus, the World Bank can play a critical role in supporting the shift toward a more integrated humanitarian-development approach in the region. In also leveraging government systems, the World Bank can lay the foundations toward medium-term stabilization, recovery, and self-reliance.

⁴⁶ Institute for Security Studies. 2019. Violent Extremism, Organised Crime and Local Conflicts in Liptako-Gourma."



69. The World Bank can also leverage its (a) analytical credibility; (b) valuable multi-sectoral technical expertise with projects on water, CDD, livelihoods, and natural resource management; and (c) rich global experience in complex FCV settings and coordinating with security actors, to enhance project implementation effectiveness. Furthermore, the Liptako-Gourma Region currently lacks reliable and comparable data on FCV. This impedes the regional dialogue and coordination required to address the shared development challenges. Nonetheless, there is a growing country demand and resolve of the international community to support more ambitious efforts to collectively support the region's long-term recovery. With its convening power, neutral stance, and credibility with governments, the World Bank is uniquely positioned to help galvanize governments, partners, and stakeholders in the region that work along the humanitarian, development, and peace nexus to move beyond national interventions and drive forward collective coordinated outcomes and regional policy reform. This will be facilitated through the establishment of a regional collaboration platform and regional dialogue activities. Improved access to regional data will catalyze improved understanding of regional challenges and support evidence-informed regional integration and decision-making. The World Bank can also draw from its comparative advantage in mobilizing global expertise to strengthen regional public goods and in building capacities of regional institutions. It will not only increase stakeholder support and alignment in the region but also promote more cross-border solutions necessary to address long-standing drivers of FCV and poverty.

Figure 3. Collaboration along the Humanitarian, Development, and Peace Nexus



70. The regional nature of the complex multidimensional challenges that persist in the Liptako-Gourma Region cannot be tackled by a single organization but necessitates close coordination with partners. Key partnership actors will include (a) UN organizations (such as UNDP, United Nations High Commissioner for Refugees [UNHCR], United Nations Department of Safety and Security [UNDSS], and UNOPS); (b) international and bilateral organizations, especially AFD which is implementing a similar project in the same area and with whom close coordination is happening on a regular basis (and also German Agency for International Cooperation [*Deutsche Gesellschaft für Internationale Zusammenarbeit*],



GIZ] and the Swiss Cooperation); (c) regional organizations (LGA, ECOWAS, and WAEMU); and (d) international and national NGOs. Annex 2 shows key partnerships with other WBG projects, as well as humanitarian and development partners.

G. Lessons Learned and Reflected in the Project Design

71. The design of the proposed operation incorporates key lessons learned from other regional operations financed by the WBG, such as PROLAC, Regional Sahel Pastoralism Support Project (PRAPS), SWEDD, Displacement Impacts Project in the Horn of Africa (DRDIP), and Mali Reconstruction & Economic Recovery; and West Africa Agriculture Productivity Program (WAAPP). Some of these key lessons are described in more detail below. The design also includes lessons learned from the WBG's and partners' engagements in central Mali in the city of Konna. In particular, the proposed project draws elements from Konna's innovative approach of focusing on two pillars: a space pillar (choosing a strategic commune) and a multi-sector economic development pillar around a productive infrastructure, aimed at achieving rapid results to stabilize regions where security has been recently restored.

72. Regional operations should be well aligned with strategic commitments at the regional level, as well as grounded in knowledge products to ensure relevance. The operation builds on the existing political will of stakeholders by aligning itself to the African Union (AU) 2014 Strategy for the Sahel Region, the new ECOWAS Sahel Strategy for 2020–2025, and the CAPI. Analytics play a key role in informing operational choices. However, the transnational challenges and opportunities of the Liptako-Gourma Region are largely understudied and more often seen through a national lens. Nonetheless, the Sahel Regional RRA and the Recovery and Peacebuilding Assessments in Burkina Faso and Niger, among others, have provided the analytical grounding for the operation. Other analytical works include (a) an analysis of key drivers of fragility;(b) a stocktaking of current operational responses (WBG and humanitarian and development partners); and (c) a wide range of thematic assessments (for example, operational bottlenecks, digital access, citizen engagement, and women).

73. Mechanisms for regional exchange and collaboration should be clearly defined, strategically designed, and purposefully harmonized at the design stage to foster regional integration. Regional knowledge sharing and integration are far from automatic. Regional operations are inherently highly complex and difficult to manage as they involve coordinated actions and investments by more than one country. Through the regional collaboration platform, the operation seeks to build and streamline mechanisms to support collaborations with development partners, regional entities, and state actors. For example, the project will convene high-profile forums or regional events to foster a network of policy makers, development practitioners, and academics—with expertise in different sectors—for dialogue and thought leadership on topical issues tackling complex cross-border challenges. This will help improve trust building, policy coherence, and coordination among countries in managing regional public goods, for example, natural resources, and cross-border trade.

74. To enhance regional impact and value-add, regional operations should collect evidence on the generated spillover effects over country boundaries. However, it is challenging to measure spillover effects due to difficulties in attributing them to specific interventions and/or time lags before the effects are observable. Nonetheless, the operation has put in place robust indicators to better track and report



the results of the spillover effects from the interventions, while keeping realistic expectations for monitorable regional impact. Development of IEs should also facilitate progress on that subject.

75. Emerging international experience on developmental interventions to address the impact of FCV, climate fragility, and forced displacement that have informed this project design are indicated below. Lessons regarding insecurity in project zones from the Mali Reconstruction and Economic Recovery Project (P144442), the South Sudan Local Governance and Service Delivery Project (P160481), Yemen Integrated Urban Services Emergency Project (P164190), and Myanmar National Community Driven Development Project (P132500), among others, were also incorporated.

76. There is a need for increased integration of development programming with humanitarian work, given the protracted reality of the conflict in the region. To wait for security as a condition for development is inadequate, as conflict is rooted in chronic underdevelopment, including the absence of basic services. There is also a need for a multidimensional and multi-sectoral developmental response that tackles the root drivers of fragility in the region, not only thematically but also geographically. While humanitarian action is required, deeper causes also demand immediate attention. Thus, this operation seeks to bridge the humanitarian and development divide through multi-sectoral interventions that foster resilience. The project will draw lessons learned from the Multi-sectoral Crisis Recovery Project in North East Nigeria (MCRP; P157891) on the humanitarian front and PROLAC (P161706) and the LONDO Project (P152512) in Central African Republic on transitioning to a development response.

77. A coordinated territorial development approach can help address spatial inequalities in disconnected and underserved regions. Adopting territorial lenses would allow project investments to be coordinated and tailored to local endowments, opportunities, and constraints. The impact of a place-based sector-specific investment could be amplified if the complementary sectors are addressed in sequence or at the same time. Learning from the World Bank's North and Northeastern Development Initiative (NEDI)⁴⁷ multi-sectoral program in Kenya and ongoing territorial analytical work in Central Africa⁴⁸ as well as the Sahel Alliance's integrated territorial approach, the project seeks to implement area-based integrated and multi-sectoral investments, while leveraging complementarities with interventions by other WBG projects and development partners.

78. A development approach must invest in livelihood and job opportunities to promote wealth creation for communities, especially vulnerable groups like youth, women, and displaced persons. A lack of job opportunities and livelihoods is perhaps one of the most important factors underlying fragility and conflict. To address underlying vulnerability of communities, especially those exacerbated by the influx of displaced persons, the project will finance socioeconomic infrastructure and services; skills for

⁴⁷ The Government of Kenya with World Bank support launched NEDI in 2018, a multi-sectoral program worth US\$1 billion in investments, spatially coordinated across transport, water, energy, agriculture, livelihoods, and social protection. Following an increasing demand from policy makers for solutions to develop lagging regions or places straddling administrative boundaries, and the mitigated results of place-based policies, the approach has increasingly helped inform the Systematic Country Diagnostic and CPF.

⁴⁸ This includes the Democratic Republic of Congo territorial review "Why Connecting Congolese Counts" and the ongoing Advisory Services and Analytics on Central Africa Spatial Development (P171602) covering the Democratic Republic of Congo, the Republic of Congo, and the Central African Republic.



productive self-employment; technology; and market interactions to improve economic opportunities for communities, mitigate conflict, and promote social cohesion.

79. A combination of operational flexibility, pragmatism, and simplicity is critical for successful project design, implementation, and monitoring in insecure conditions. Given that insecurity is expected to persist or even worsen in certain locations, the project has built-in agility and conflict sensitivity in its design so that delays in implementing the proposed activities in one country or area do not delay implementation in another. The project will also focus on smaller and less-technical works at conflict-affected project areas as they are less visible, of shorter duration, and thereby less vulnerable to be targeted for attacks. Reducing complexity is also important to enhance efficient delivery. Through the PIUs, the project will also work with local contractors and local NGOs, where possible. Where state presence is absent/limited and access is constrained, the project will explore implementing through the PIUs contracting UN organizations or international NGOs or well-established local NGOs to reach populations in need. The project will also gain the buy-in of local communities through up-front, proactive, and meaningful community outreach, further insulating the programming from security risks.

80. Moreover, the project will also partner with communities in conflict-sensitive ways. This will include offering psychosocial support and training communities on conflict management and reconciliation. The project will also build up expertise in the PIUs and implementing agencies to better understand, monitor, and respond appropriately to security and access dynamics through conflict sensitivity training, TA, and specialized staff, for example, using FPs from experienced NGOs to support the Government to navigate local complexity and integrating conflict sensitivity in the local planning process. Given the highly fluid context, the project does not have a rigid, prescriptive set of criteria for intervention but rather a flexible strategy outlining how best to adapt the project if the security situation deteriorates. Investments will not be locked in by specifying villages or sub-sectors for implementation, thereby ensuring the project has flexibility to engage, including halting implementation in areas where there is emergence of active conflict and to divert investment to other villages or sectors. For monitoring, the operation will also develop agile accountability and monitoring frameworks to support learning on how the operations can more effectively inform timely operational decision-making both during and after crises that emerge. This could include the use of TPM and digital technologies, such as mobile applications and geotagging of projects via GEMS. The project will also support social audits carried out by the beneficiary communities as facilitated by the CDCs to gather community feedback.

81. Institutional strengthening is critical to foster more sustainable and cost-effective delivery of development interventions over the medium and long term. As many of the project's intervention areas are remote and underserved, basic infrastructure and services are poor and institutional capacity sorely deficient. Thus, adequate time is needed for the initial phase of community mobilization and subproject identification and preparation. This must be complemented with capacity building of communities and local governments through training and resources for technical inputs, FM, procurement, and accountability measures.

82. The proposed project design was also informed by key experiences accrued from implementing a community-centered approach in fragile environments with weak institutional capacity for the



delivery of basic services and livelihood activities and managing natural resources. They include the following:

- **Communities in conflict-affected and fragile environments should play an active role in identifying their needs and priorities to inform project investments.** This can help ensure a better match between services and needs, foster community ownership, and contribute to restore trust between the state and society. However, this entails institutionalizing processes of local planning that are truly participatory—where voices of traditionally marginalized groups (like women, youth, displaced persons, and those with disabilities) are included, and elite capture is prevented. This includes providing clear and transparent criteria selecting investments and community training (for example, on conflict-sensitive facilitation).
- **Strengthening the social contract between subnational governments and communities is both a means and desired end of effective project implementation.** Like PRAPS and PROLAC, the project seeks to work through and strengthen existing local government structures for planning and implementing the project, while also ensuring a genuine and meaningful participation of communities, including women and youth, in project decisions. It will pay particular attention to clearly defining responsibilities of stakeholders at different levels; providing TA and training to local government staff on community dialogue, local planning, and implementation capacity; strengthening government systems and citizen engagement processes; and enhancing the state's capacity to respond effectively to community priorities and feedback. This is expected to strengthen the social contract and support a peace dividend for marginalized populations. Fostering stronger and more inclusive local institutions, alongside increased access to basic services, will support a more positive presence of the state—which is key to a sustainable recovery and resilience of communities.
- **A holistic approach is needed to address gender issues.** Women and girls are often disproportionately affected by crisis, and their participation in the project's processes can be constrained by cultural norms and social structures. Community sensitization, trainings, and leadership are needed to holistically tackle these barriers. The community engagement and facilitation (and related training) will have specific emphasis on gender-sensitive approaches to ensure a safe space for the active participation of women. Project interventions will address the differential social, economic, and infrastructure needs of women. For example, the project targets for women to constitute 50 percent of the beneficiaries of LIPW activities and trainings related to agricultural livelihood productivity. Key result indicators will also be disaggregated by gender to better track outcomes on women. The proposed construction of small-scale water infrastructure will reduce distance for water collection (borne disproportionately by women), freeing time for economic activities and also lowering their risk to SEA/SH.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

83. A designated ministry will be the project implementing entity responsible for overall implementation of the project in each country. The implementing entities will set up PIUs to support implementation and undertake fiduciary responsibility. The national PIUs in each country will be



responsible for managing the project at the national level and producing national progress reports on the project. This includes financial, procurement, environmental and social risk management, and M&E, in accordance with WBG guidelines and procedures. The national PIUs will be responsible for the implementation of Components 1, 2, Subcomponents 3b and 3c, and Component 4 (and Component 5, when triggered). The respective implementing entities and PIUs are shown in Table 6.

Table 6. National-Level Ministries and Executing Agencies Responsible for the Project Country

Country	Implementing Entity	PIU	Local-Level Institutions
Burkina Faso	Ministry of Economy, Finance, and Development (<i>Ministère de l'Economie des Finances et du Développement</i> , MINEFID)	A PIU will be established under the General Directorate of Territorial Development of MINEFID (<i>Direction Générale du Développement Territorial</i> , DGDT) with regional antennas (RAs) in Sahel, Nord, and Centre-Nord under the Regional Directorate of Economy and Planning (<i>Direction Régionale de l'Economie et de la Planification</i> , DREP).	Local government (communes), in rural areas: Village Development Councils (VDCs); in urban areas: CBO
Mali	Ministry of Economy and Finance (<i>Ministère de l'Économie et des Finances</i> , MEF)	A PIU will be established, building on the existing PCU of the Mali Emergency Reconstruction and Economic Recovery Project (PRRE) under the MEF with RAs in Gao, Mopti, Ménaka, Tombouctou, and Douentza (covering both Douentza and Bandiagara).	Local governments, Regional Development Action Steering, Coordination and Monitoring Committee (<i>Comité de Pilotage et d'Orientation, de Coordination et de Suivi des Actions de Développement</i> , COCSAD), and local development committees
Niger	Cabinet of the Prime Minister	A PIU will be established under the Executive Secretariat for the Development and Security of Sahelian-Saharan Areas of Niger (SE/SDS Sahel-Niger).	Local governments (communes) and local development committees

84. The PIUs will be headed by project coordinators, supported by a core team of specialists in procurement, FM, E&S risk management, and M&E. They will also be supported by a team of technical specialists (for example, in community mobilization, conflict prevention, livelihoods, territorial development, infrastructure, and natural resource management) that will be financed by IDA and seconded staff as relevant from different ministries. Additional specialists will be contracted based on individual country requirements under IDA financing. While the community and local governments will play a role in identifying and prioritizing the investments (under Components 1 and 2), the PIUs will be overall responsible for project implementation, including through delegating execution to Delegated Service Providers (*Maitrise d'Ouvrage Deleguée*, MODs) (in the case of Mali) or contracting implementing partners like NGOs, national agencies, private/local contractors, CSOs, UN agencies (such as UNOPS), and so on. The PIU will also partner with local authorities to implement project activities, with arrangements tailored to each component, as needed. The PIUs will rely on regional implementation units (RAs) for coordinating project activities, working closely with government entities at the regional and local government (region and commune) levels. In addition, given security-related access restrictions, a TPM agency will be recruited by the PIUs to ensure compliance to the implementation guidelines to be specified in the PIMs.



85. At the regional level, LGA will establish a unit for the implementation of Subcomponent 3a. The team will be headed by a project coordinator, along with a core team of specialists. The core team of specialists will consist of a procurement specialist, an FM specialist, and an additional specialist to support activities related to the KMP. A Regional Coordinating Committee (RCC) will be set up to coordinate strategies, establish a common vision, and coordinate investments in the region. The RCC will organize regional forums each year and rely on the KMP for monitoring, sharing, and collating information, which will be supported by LGA. Regional coordination sessions are expected to be held every six months. Development partners, donors, and key regional partners may be invited as observers for these sessions. The RCC chairmanship will rotate between Burkina Faso, Mali, and Niger based on an agreement between the three countries. The chairing country will provide the secretariat for the RCC (that is, if Burkina Faso is presiding, then the Burkina Faso PIU will be responsible for the secretariat function). Table 7 details the roles and responsibilities of the RCC and the National Steering Committees (NSCs).

86. For the NSC of the project, the existing Review Committee (*Comité de Revue*, COREV) for Burkina Faso, an expanded existing Project Steering Committee (*Comité d'Orientation et de Pilotage*, COP) of the PRRE in Mali, and a new NSC will be established in Niger, to guide and oversee the implementation of the project at the national level. These NSCs will coordinate closely with the committee at the regional level.

Table 7. Key Project-Related Institutions and Their Roles and Responsibilities

	Membership	Roles and Responsibilities
RCC	Around three representatives of each country (including representatives of the respective project line ministries, the respective project coordinators, and one representative of the local authorities by country), two representatives of LGA, and representatives of key donors and regional organizations (such as the G5 Sahel, the Sahel Alliance, and so on)	<ul style="list-style-type: none">Provide implementation oversight of the regional program.Guide, advise, and support knowledge generation and learning as well as regional policy dialogue and harmonization.Conduct regular discussions and a review of (a) project activities (at a general level) and (b) a common action plan for the project.The RCC will be responsible for preparing the draft statement/action plan to be agreed during the annual forum/planned collaboration events.
NSC	Chaired by a high-level representative of the responsible lead ministry in charge of the project or his/her designee. Members may include (a) relevant sectoral ministries; (b) the associations of local authorities; (c) civil society; and (d) relevant implementing agencies. Other relevant stakeholders, including development and humanitarian agencies and organizations may be invited to sessions of the committee on an as-needed basis.	<ul style="list-style-type: none">Strategic guidance and oversight of project managementCoordinationImplementation, including approving the annual work plans and budgets of the relevant implementation levels.

87. Detailed PIMs will be prepared for the three participating countries and for LGA before project effectiveness. They will detail roles and responsibilities at the regional, national, subnational, and local levels and implementation arrangements for the project components, the technical activities, E&S safeguard management, M&E, FM, and procurement procedures. For each participating country, dated



legal covenants include the appointment of an external auditor. More details on the institutional and implementation arrangements can be found in Annex 1.

B. Results Monitoring and Evaluation Arrangements

88. This project will be implemented at the community level, with oversight and technical support provided at the national, subnational, and local levels. M&E capacities will be ensured at the national, subnational, and local levels for the collection, organization, and analysis of project-related data. Under the project, no personal data or personally identifiable information is to be collected or processed by the recipients (Burkina Faso, Mali, Niger, and LGA). Only anonymized and aggregated data will be collected as part of the project's M&E arrangements, where needed, to monitor the project's results. The main instrument for M&E under this project will be the Results Framework (Section VI.). The indicators are the same for Burkina Faso, Mali, and Niger, with their respective country baseline and intermediate and end-of-project targets and will be used for reporting implementation progress. The indicators, data sources, and data collection methods consider citizen engagement principles and the limited institutional capacities in the project-targeted areas. Some indicators will be tracked annually, and some, especially those that require a perception survey, will only be measured at baseline (through a baseline study), during the midterm review (MTR), and at the end of the project. All indicators are disaggregated by country, with further disaggregation by gender (percentage female), youth (percentage youth), and forcibly displaced (percentage forcibly displaced) for core indicators on direct project beneficiaries.

89. For real-time data collection and analysis, the project will implement the GEMS method which will enable project teams to use open-source tools for in-field collection of structured digital data that automatically feed into a centralized M&E system. The integrated data can include any kind of indicators, based on tailor-made forms; photos, audio, videos; time and date stamps; and global positioning system coordinates that allow for automated geo-mapping of the information. Using these tools systematically allows the project to enhance the transparency and accuracy of M&E and increase the accountability of TPM. The GEMS coordinator in the World Bank Country Management Unit (CMU) will support M&E capacity building for the project teams where necessary and at all levels see where GEMS can support them with the collection, organization, and analysis of project-related data and reporting on the implementation progress.

90. To generate additional operational learning and evidence, the World Bank will work with project teams in one or more countries to design and implement an IE adaptive learning strategy. This learning strategy will be designed to test specific hypotheses linked to key activities or processes in the project's theory of change. It will focus on understanding the impact of specific project activities on target outcomes and the underlying processes using appropriate and rigorous evaluation methods, employing a mixed-methods approach when possible. This will include the identification and measurement of the project's regional spillover effects, especially those related to resilience and recovery of the region with regard to FCV risks and social cohesion. The adaptive learning strategy will be designed to produce high-quality data and evidence in the short, medium, and longer terms to inform decision-making in the project during implementation and to contribute to generalizable knowledge for future project and policy design, especially with regard to regional projects. The precise focus of the IE adaptive learning strategy will be defined in conjunction with clients early in project implementation.



C. Sustainability

91. **Institutional sustainability.** This project will be implemented through existing institutions at the national, subnational, and local levels. The project will contribute to institutional sustainability by building the capacities of these institutions, as well as reinforcing coordination and collaboration across the national, subnational, and local levels, thus rendering local government planning and implementation processes more responsive to community needs. The project is also expected to strengthen links across various sectoral ministries or departments, as well as humanitarian and development partners for greater regional synergies.

92. **Sustainability of investments.** The project will actively engage the community in the planning and implementation of civil works for the construction or rehabilitation of roads, markets, water supply infrastructure, and so on thereby, building community ownership for the sustainability of the investments. The project will also closely coordinate with the respective sectoral agencies to ensure that the recurring O&M costs are included in the annual budgets for sustainability. For public productive investments and agriculture livelihoods, only project investments that are building upon existing activities and/or are made in complementarity of such activities, and which are included in the LDPs, will be made. Citizen engagement and social cohesion activities will also build upon the existing community structures, institutions, and activities.

93. **Economic sustainability.** The project's economic analysis is discussed in Annex 5. Investments (for example, livelihoods activities) will mainly be based on community-identified priorities, technical feasibility, and market assessments to ensure that they are viable, enhance incomes for target communities, and maximize socioeconomic development benefits. The project will increase the vulnerable populace's access to socioeconomic services, markets, water, means of production, and livelihoods and enhance the productivity of natural resources. The project will also provide skills training and enhance the productivity of natural resources. All these are expected to boost incomes, facilitate local and cross-border trade, and reduce the communities' vulnerability to violent extremism and climate change. Community empowerment through citizen engagement, social cohesion activities, and strengthened feedback mechanisms will contribute to maximize the sustainability of economic benefits.

94. **Environmental sustainability.** Project investments will be climate-resilient and environmentally sustainable and integrate climate change considerations (for example, maximizing climate co-benefits and promoting climate change adaptation measures). Examples include using innovative agricultural techniques, enhancing productivity of environmental resources, supporting soil and water conservation, as well as the construction of climate-resilient small-scale water and drainage infrastructure. As explained earlier, the project will prioritize investments that contribute directly and demonstrably to climate change mitigation or adaptation or a better management of natural resources, with a goal of 65 percent of Components 1 and 2 activities matching this definition. Under the regional KMP, the project will also finance research and mobilization of climate financing (such as international performance-based financing in sequestering GHGs and more specifically carbon—with the Bio Carbon Fund and the private sector).

95. **Sustainability with regard to conflict.** The proposed operation is in compliance with Operational Policy (OP) 2.30 (Development Cooperation and Conflict). Social risks, including human security, will be monitored on a continuous basis by the PIUs, using a system that includes monitoring and mitigation mechanisms at the community, project, and national levels, as well as ICT and other innovations for



remote monitoring. A suspension clause has been included in the Financing Agreements for all three countries that will allow the World Bank to suspend the project if the security situation deteriorates to a level that would make it difficult or dangerous, in the estimation of the World Bank to continue with implementation.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

96. **Technical analysis.** The project was designed to be technically sound, feasible, and appropriate for the fragile context of Sahel, as it was informed by national and global best practices, analytics undertaken during preparation, lessons learned from existing operations, and consultations with key stakeholders. An analysis of some of the key technical elements that the project includes are as follows:

- (a) **Regional approach.** Communities in the Liptako-Gourma Region have experienced the negative spillover effects of the rising instability in the Sahel, exacerbated by long-standing inequities, conflict and climate shocks, and pressures from forced displacement. The project aims to not only provide an immediate response to some of the most urgent needs (for example, socioeconomic services and livelihoods) but also lay the foundation for stabilization and medium-term recovery by addressing the key drivers of fragility and territorial development challenges in a coordinated and data-informed manner. Thus, the project has designed a useful regional KMP for sharing knowledge, learnings about approaches and intervention successes, and facilitating policy dialogue across the three countries to enhance efficiencies and the effectiveness of addressing the common regional challenges of fragility. The project will draw on the lessons learned from past and ongoing regional platforms, particularly from Lake Chad (under PROLAC).
- (b) **CDD approach.** While facilitating regional thinking, the project also seeks to act locally through locally specific interventions to mitigate the social, economic, and environmental impacts. In doing so, the project draws from the CDD operational approach which has been increasingly recognized as the modality of choice for operating in remote and conflict-affected areas.⁴⁹ This needs-based approach has been deemed to be effective in delivering services in difficult-to-reach areas and low-capacity contexts⁵⁰—characteristic of the project’s targeted areas. This community-led approach not only supports social inclusion and cohesion (including between displaced persons and host communities) but also provides for the necessary flexibility to develop customized responses to the diverse localized needs of the communities. By devolving decision-making to the communities, this supports resource distribution and prioritization that is fair, socially accepted, and cost-effective thereby bringing the Governments closer to citizens, redressing long-standing grievances, fostering social trust, and incentivizing collective ownership and action. The project design incorporates lessons learned from other successful international examples of large-scale CDD and livelihood programs, especially in Indonesia, Yemen, and Africa.

⁴⁹ UN and World Bank. 2018. *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*. Washington, DC: World Bank.

⁵⁰ Independent Evaluation Group. 2015. *World Bank Group Engagement in Situations of Fragility, Conflict, and Violence*. Washington, DC: World Bank.



- (c) **Best industry practices.** The technical design also follows best practices for development interventions using labor-intensive methods in fragile settings. In particular, the lessons learned from the LIPW programs in Niger and Central African Republic have informed project design. The project's design is also based on successful approaches developed under past and ongoing World Bank-financed projects for natural resource management, water, sanitation, and agriculture development.
- (d) **Implementation arrangements.** Given the Governments' current constraints in terms of reach, finance, and implementation capacity, the project aims to build upon existing local government structures and community platforms, as well as involve community institutions, NGOs, UN entities, and development partners with technical expertise and ground presence (as needed) to execute the project activities on time. The project will also embed community responsiveness in local development planning and budget processes, as well as supplement project monitoring with the innovative use of ICT, community accountability mechanisms, and TPM.
- (e) **FCV.** Reflecting the challenges associated with operations in crisis environments where the security situation is constantly evolving, the project has adopted a risk mitigation by design strategy. The project has factored security risk in all elements of project design and implementation, as well as deployed project activities by security zones (and level of access). Where access is challenging, a UN agency or international NGO will also be considered to implement project activities on behalf of the Governments.

97. **Economic and financial analysis.** The economic analysis for the project is detailed in Annex 5. Significant socioeconomic benefits for the project are envisaged, some of which are as follows:

- (a) The project will provide the population, especially women and youth, with livestock inputs (feed and shelter) and agricultural inputs (short-cycle vegetable and food crop seeds and nutrient-rich varieties). This will support the intensification and improvement of certain agricultural and livestock sectors and is expected to result in a significant increase in agricultural and livestock production in the target regions.
- (b) The creation of multiple income-generating activities and the strengthening of local trade in cross-border areas will boost the local economy and vitalize weekly markets in the region. It will also help restore basic services and help support economic self-sufficiency in the region contributing to building a truly integrated economic tri-border area.
- (c) Other incremental benefits could relate to financial and time savings derived from improved access to markets, water points, education, and health infrastructure, reduced transportation costs, and so on.
- (d) Strengthening of citizen engagement, social cohesion, and capacity building will be non-quantifiable benefits that the project will provide. The involvement of local authorities in the implementation of the project and the organization of communication and awareness-raising activities will boost public trust in the state and resilience capacities of the populations. A robust capacity-building plan of local institutions will help ensure the sustainability of project benefits and allow future additional financings or projects to build upon these reinforced structures. Citizen engagement mechanisms such as consultations, GRMs, and community monitoring will also boost confidence in the state and provide channels for citizens' voice and effective



participation. This will also strengthen social cohesion and resilience building with regard to the populations' existing coping mechanisms.

B. Fiduciary

(i) Financial Management

98. **The FM functions for the project will be provided at the national level.** They are as follows: (a) in Burkina Faso, the DGDT of MINEFID, which has been recently assessed to be the implementing entity of the Emergency Local Development and Resilience Project (P175382); (b) in Mali, the implementing entity of the Mali Reconstruction and Economic Recovery Project (P144442) anchored at the MEF; and (c) in Niger, the SE/SDS Sahel-Niger anchored at the office of the Prime Minister which is implementing two World Bank-financed projects, namely Refugees and Host Communities Support Project (PARCA, P164563) and PROLAC (P161706). These entities will be responsible for the implementation of Components 1, 2, Subcomponents 3b and 3c, and Component 4 (and Component 5, when triggered). At the regional level, the FM functions will be handed over to LGA for the implementation of Subcomponent 3a.

99. **As part of project preparation, FM assessments of the national and regional implementing entities which will provide FM functions were conducted.** The objectives of the assessments were to determine whether the respective selected implementing entities have adequate FM arrangements to ensure that (a) project funds will be used for purposes intended in an efficient and economical way; (b) the project's financial reports will be prepared in an accurate, reliable, and timely manner; (c) the project's assets will be safeguarded; and (d) the project is subjected to a satisfactory auditing process.⁵¹ The review of the existing FM systems included budgeting, staffing, financial accounting, financial reporting, funds flow, disbursements, and internal and external audit arrangements.

100. **The FM assessment concluded that the national implementing entities in Burkina Faso, Mali, Niger, and LGA (the regional implementing entity) have in place basic FM arrangements.** In addition, the national implementing entities in Mali and Niger have a good track record in implementing World Bank-financed projects whose FM performance was rated Satisfactory following the recent FM supervisions. However, it is critical that all the implementing entities' FM arrangements are strengthened to comply with the minimum requirements under the World Bank Policy and Procedure for Investment Project Financing (IPF) Operations.

101. **The overall FM residual risk is deemed substantial for all the implementing entities as well as for the project.** To mitigate the fiduciary risk to the extent possible, the following actions will need to be implemented for all the national implementing entities and LGA: (a) update the PIM and the detailed FM procedure to include the specificities of the proposed project; (b) recruit FM specialists dedicated to the proposed project with terms of reference (ToR) and qualifications acceptable to IDA; (c) migrate the current accounting system to include the proposed project; (d) recruit an external auditor based on ToR acceptable to the World Bank; (e) agree upon the interim financial report (IFR) format for the project's quarterly or semiannual reports, and (f) reinforce the internal audit teams. In addition, the PIU in Burkina

⁵¹ The FM assessment was carried out in accordance with the Financial Management Manual for World Bank-Financed Investment Operations effective on March 1, 2010, and reissued on the February 10, 2017, and the supporting guidelines.



Faso will sign a Memorandum of Understanding with the Higher Authority for State Control and the Fight against Corruption (*Autorité Supérieure de Contrôle de l'Etat et de Lutte contre la Corruption*, ASCE-LC) to perform a biannual ex post verification of project expenses.

(ii) Procurement

102. **For all implementing agencies in the various countries, procurement under the proposed project will be carried out in accordance with the World Bank procedures:** (a) the World Bank Procurement Regulations (PR) for IPF Borrowers, dated November 2020; (b) ‘Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants’, dated October 15, 2006 and revised January 2011 and as of July 1, 2016; and (c) other provisions stipulated in the Financing Agreements, using the Standard Procurement Documents (SPDs) accompanying the PR.

103. **All procuring entities, bidders, and service providers (suppliers, contractors, and consultants) shall observe the highest standard of ethics during the procurement and execution of contracts financed under the project,** in accordance with paragraph 3.32 and Annex IV of the PR. When procurement is done in the national market, as agreed in the Procurement Plan, the country’s own procurement procedures may be used with the requirements set forth or referred to in paragraphs 5.3–5.6 related to National Procurement Procedures. For all works contracts, procurements that apply SPDs will adopt World Bank provisions related to environmental, social (including SEA/SH and GBV), health, and safety (ESHS) risks and impacts, including codes of conduct that prohibit sexual harassment and sexual abuse.

104. **Project Procurement Strategy for Development (PPSD) and Procurement Plans.** All the implementing agencies have prepared their procurement strategies. All the countries have prepared their PPSDs and the Procurement Plans for the first 18 months of the project and have been approved by the World Bank. The most sensitive issue is the procurement of works since the project will finance small works in many dispersed locations. While open national competition is generally the preferred method, in some areas, the market and security might lead to other options based on the recommendations of the PPSD. During implementation, the Procurement Plans will be updated as required and at least annually, to reflect actual program implementation needs and improvements in institutional capacity. Summaries of PPSDs are in Annex 3.

105. **Special procurement considerations.** Given that insecurity and fragility affect considerable areas in the concerned countries where the project will operate, the project will use flexibility and simplification in procurement. These procurement arrangements will draw on the World Bank Guidance on Procurement Procedures in Situations of Urgent Need of Assistance or Capacity Constraints (July 1, 2016 revised on March 7, 2019). These measures include use of the Borrower’s national procurement, provided the arrangements are consistent with the World Bank Core Procurement Principles. Other key measures to fast-track procurement include (a) use of UN agencies, NGOs, Direct Selection and/or Limited Competition, and Request for Quotations with identified manufacturers and suppliers for other urgent items and (b) an increased threshold for Request for Quotations to US\$0.5 million for goods and US\$1 million for works. Bid Securing Declaration may be used instead of the bid security. Advance payment may be increased to 40 percent while secured with the advance payment guarantee. The time for submission of bids/proposal can be shortened to 15 days in competitive national and international procedures and to 3 days for the Request for Quotations, although if bidders request an extension, it should be granted. The simplified procurement arrangements will be detailed in the procurement section of the PIM.



106. **Procurement capacity assessments.** Consistent with the above procurement arrangements, procurement assessments were done for the four implementing agencies, in accordance with the World Bank Procurement Risk Assessment and Management System (PRAMS). At the regional level, the project will be implemented by LGA. At the national level, for Burkina Faso, a PIU will be established under the DGDT with RAs in Sahel, Nord, and Centre-Nord. For Mali, a PIU will be established under the Ministry of Finance with RAs in Gao, Mopti, Tombouctou, Ménaka, and Douentza (covering both Douentza and Bandiagara). For Niger, a PIU will be established under the SE/SDS Sahel-Niger under the Office of the Prime Minister. The procurement capacity assessment was carried out as required for any implementing agency for an IPF. Annex 3 contains a full summary of the completed procurement assessments and suggested measures to address the inadequacies and risks identified. Briefly, the main risks identified are (a) procurement staff with experience to implement procurement actions effectively, on time, and in line with the World Bank procurement policies and procedures are insufficient; (b) administrative routines may result in procurement delays, potentially affecting project implementation; (c) procurement in fragile areas with few bidders can restrict competition and possibly increase prices and collusion risks; (d) insufficient capacity can lead to poor contract management and administration of big contracts; and (e) poor filing of documents may lead to loss of documents. In Burkina Faso, there is also limited procurement capacity in communes, given that most of the local governments neither have the capacity nor human resources to implement complex activities. Procurement activities to be carried out by communes are however simple and similar to their own procurement activities (less than US\$60,000). Also, the assessment of the communes did not reveal any major concern except the absence in the procurement documents of provisions compliant with the World Bank anti-corruption policy, the World Bank right to sanction, and the World Bank's inspection and audit rights. These provisions will have to be included in their procurement documents (requests for quotations, contracts, and so on). The project proposes to establish a technical team including a procurement specialist at the regional level within the RA of DGDT to help the communes implement their activities and at the same time build their capacity.

107. **Systematic Tracking of Exchanges in Procurement (STEP).** The project will be implemented using STEP, a planning and tracking system, in accordance with clause 5.9 of the PRs. Procurement Plans, their updates, and requests for prior review will be sent to the World Bank for clearance through STEP. Procurement activities not requiring World Bank's prior review will be recorded in STEP as well.

108. **Conclusion.** Overall procurement risk is Substantial, but after implementation of the proposed mitigation measures, the risk will be Moderate. The proposed mitigation measures for each designated implementing agency include (a) finalizing a procurement strategy to be approved by the World Bank; (b) retaining or hiring, on a competitive basis, a procurement specialist experienced and familiar with the World Bank procurement procedures and policies, to be located in each implementing agency; (c) training all project staff involved in procurement in the World Bank PRs; (d) developing a section on procurement procedures as part of the PIM to clarify roles for each team member involved in the procurement process, define the maximum delay for each procurement stage (specifically with regard to review and approval systems and the signing of contracts), and define measures to fast-track procurement in eligible countries; (e) developing contract management plans for prior-review contracts; and (f) improving the filing system to ensure compliance with the World Bank procurement filing manual.

C. Legal Operational Policies



	Triggered?
Projects on International Waterways OP 7.50	Yes
Projects in Disputed Areas OP 7.60	No

109. **Projects on International Waterways - OP 7.50.** OP 7.50 has been triggered for this project as some of the proposed interventions may affect water resources of the Niger River, shared by Nigeria, Mali, Guinea, Niger, Burkina Faso, Cameroon, Benin, Côte d'Ivoire, Chad, and Algeria, which is an international waterway according to paragraph 1 of the policy. Among other things, the project will contribute to improving access to drinking water supply and sanitation services in certain rural areas and small towns affected by the conflict and/or hosting a significant number of refugees and displaced persons, to building pastoral wells for livestock accompanying the refugees, and to protecting against flooding through small drainage infrastructure. Overall, the impacts of the project will be localized and small in scale. The potential transboundary impacts of the project would therefore be negligible. Given the nature and location of the activities, the project team has assessed that the proposed investments will not cause appreciable harm to the interests of other riparian countries or be appreciably harmed by other riparian countries' possible water use. Accordingly, the World Bank, on behalf of the Governments of Burkina Faso, Mali, and Niger, notified the Niger Basin Authority (*Autorité du Bassin du Niger*, NBA), representing other riparian countries,⁵² of the proposed project on March 3, 2021, with the request to convey any comments by April 3, 2021. On March 30, 2021, the NBA responded, confirming its agreement with the notification letter's assessment of potential impact and implementation of the project.

D. Environmental and Social

110. **E&S risks and impacts.** The activities to be financed by the project are expected to have limited E&S impacts. Most of them are small scale and intended to improve social cohesion and inclusion, as well as support sustainable livelihoods in this very complicated but also strategic region. However, the activities to be financed by the project may generate E&S risks related to irrigation, watershed management, water and sanitation infrastructure, value chain development, SEA/SH, social cohesion, and conflict and may cause losses of assets or economic displacement due to land acquisition.

111. **The following Environmental and Social Standards (ESS) are applicable in this project: ESS1, ESS2, ESS3, ESS4, ESS5, ESS6, ESS8, and ESS10.** Under ESS1 (Assessment and Management of Environmental and Social Risks and Impacts), an assessment was conducted to evaluate the overall E&S risks and impacts. The activities to be financed by the project may generate E&S risks related to irrigation, watershed management, water and sanitation infrastructure, value chain development, SEA/SH, social cohesion, and conflict and loss of personal property and/or assets. ESS2 (Labor and Working Conditions) is relevant because the project is likely to involve community workers, contract workers, and direct workers. ESS3 (Resource Efficiency and Pollution Prevention and Management) is relevant because

⁵² Burkina Faso, Mali, and Niger are members of the NBA and a party to the 2008 Niger Basin Water Charter. Established in 1980 as successor to the Niger River Commission, the NBA is the regional river basin organization mandated to promote cooperation among its nine member countries to develop and manage the basin's resources. The 2008 charter requires a state party implementing or permitting the implementation on its territory of planned measures likely to cause significant adverse effects on the Niger River Basin systems or in other basin countries to provide notification to affected state parties through the Executive Secretariat of the NBA.



although project activities are not expected to generate substantial pollution to air, water, or land, some of the proposed livelihood and value chain development activities may require the use of agrochemicals (for example, pesticides and fertilizers). During construction of community-based irrigation, water supply, and sanitation infrastructure, some activities may generate limited pollution to air, water, or land and consume scarce resources. ESS4 (Community Health and Safety) is relevant since populations benefiting from the project activities may also be subject to some noise, construction-related pollution, use of agrochemicals, disruptions in their daily life due to civil works, and potentially increased insecurity due to the increased activity. ESS5 (Land Acquisition, Restrictions on Land Use and Involuntary Resettlement) is relevant since there may be some small-scale land acquisition that may lead to economic displacement; physical displacement is expected to be very limited. ESS6 (Biodiversity Conservation and Sustainable Management of Living Natural Resources) is applicable given the potential risk that civil works and some livelihood agricultural activities and associated value chains may lead to some impacts on natural habitats. ESS8 (Cultural Heritage) is relevant since the project activities may affect, or lead to the discovery of, both known and unknown cultural heritage, though the possibility is not considered significant. ESS10 (Stakeholder Engagement and Information Disclosure) is relevant given the need to ensure an effective community participation and consultation throughout the project implementation.

112. Risks and impacts are expected to result from investments mainly under Component 1 (access to basic services for the formation of human capital, through support to stabilization zones), and Component 2 (access to basic infrastructure for the social investments of households and communities as part of the support to prevention zones). Key risks include environmental pollution (water and soil) by solid waste (excavation, demolition, oils, and so on), noise machinery pollution, environmental degradation by the demolition and construction products, soil erosion and pollution, air pollution (flight of dust), disruption of socioeconomic activities during the works, loss of property or assets and sources of income, nuisance due to activities and site waste, risks of disease development among populations and workers, potential social conflicts in the event of non-use of local labor or discrimination during the recruitment process, insecure conditions for workers and their equipment due to the security situation in certain areas, involuntary resettlement of communities, risk of accidents during work (staff and population), potential inappropriate behavior by workers toward local communities including GBV and SEA/SH risks, risk of fire or explosion of fuel storage tanks, risks of use of child labor in construction sites, risk of COVID-19 contamination in construction sites and project areas, and risk of damage to physical cultural resources during excavation works. The impacts will be managed during project implementation in accordance with the Environmental and Social Management Frameworks (ESMFs) and Resettlement Policy Frameworks (RPFs) prepared by each Borrower. The ESMFs contain procedures for screening subprojects, possible mitigation measures, and implementation arrangements. The ESMFs will guide the preparation of Environmental and Social Impact Assessments/Environmental and Social Management Plans (ESIAs/ESMPs) for the subprojects once these are identified in each country. The ESMFs incorporate the general and sector-specific environmental, health, and safety guidelines, as well as proposed alternatives to direct supervision that will be required given the restricted access to the project areas. The ESMFs have been disclosed in the countries and on the WBG's website. The ESMPs will clearly define mitigation and management measures, including roles and responsibilities, schedule, costs, implementation procedures, and incident reporting that are specific to each subproject. Specifically, on impacts arising from land acquisition, the RPFs contain the guidance for preparing Resettlement Action Plans (RAPs) once specific subprojects, where land acquisition may be necessary, are identified. In the screening and selection of subproject sites, physical resettlement will be avoided where feasible. Labor Management Procedures



(LMPs) reflecting national labor standards and principles of ESS2 have been prepared by each borrower and have been disclosed in-country and on the WBG's website. The Borrowers have elaborated Pest Management Plans, which include guidance and measures to promote good agricultural practices and guidance on safe use of agrochemicals, which have been publicly disclosed in-country and on the WBG's website.

113. Exclusion or marginalization of different stakeholder groups was identified as a social risk that has been considered in the project design; the project will focus on targeting such vulnerable groups in its activities. Effective stakeholder engagement is essential for this regional project because of Liptako-Gourma's multifaceted political, economic, security, and social context, which requires an integrated and holistic regional response based on a strong stakeholder and citizen engagement platform. During project preparation, the borrowers, including LGA, conducted consultations with various stakeholders, such as groups of women, youth, and other vulnerable and potentially disadvantaged members of the community. Meaningful and inclusive consultations will continue throughout the project life cycle to provide stakeholders with timely and relevant information in an understandable and accessible format and to consult them in a culturally appropriate and gender-sensitive manner, free of manipulation, interference, coercion, discrimination, and intimidation. To facilitate this, the Borrowers prepared Stakeholder Engagement Plans (SEPs), including a GRM. The SEPs will be updated as necessary during project implementation. Furthermore, targeted training and support to the E&S specialist(s) in the PIUs and implementing agencies will be provided by the WBG team and/or specialized agencies.

114. Given the highly fluid nature of the conflict, the security situation will vary considerably over geography and over time in the borrower countries. As such, managing security risks is key to the achievement of the development outcomes of the project. For this reason, the project team conducted a preparation-stage Security Due Diligence Assessment (SDA) and concluded that development access is highly constrained, and security risks for project beneficiaries and implementing partners and assets are very high. It also formulated a risk management matrix that identifies safety, protection, operational, and reputational implications of conflict and security dynamics. The conclusions of the SDA inform the WBG's project implementation support strategy, as well as dialogue with the Governments on security risk management. Given the fragile environments in the Borrower countries, as part of the Environmental and Social Framework (ESF) instruments, the Borrowers have prepared Security Risk Assessments (SRAs) and will prepare subsequent Security Management Plans (SMPs) by project effectiveness based on the findings of the SRAs, in accordance with ESS4 (Community Health and Safety). Accordingly, the activities of the components are adapted to the security context of the area.



115. **Environmental and Social Commitment Plans (ESCPs).** The required E&S instruments, along with the timing for their preparation, are captured in the ESCPs prepared. The following instruments have been prepared and disclosed in country in Burkina Faso⁵³, Mali⁵⁴, and in Niger⁵⁵ and on the World Bank website:

- The ESMFs on April 13, 2021 (Burkina Faso), April 14, 2021 (Niger), and April 15, 2021 (Mali).
- The RPFs on April 13, 2021 (Burkina Faso), April 14, 2021 (Niger), and April 15, 2021 (Mali).
- The LMPs on April 13, 2021 (Burkina Faso), April 14, 2021 (Niger), and April 15, 2021 (Mali).
- The SEPs on April 13, 2021 (Burkina Faso), April 14, 2021 (Niger), and April 15, 2021 (Mali).
- The Pest Management Plans on April 15 2021, (Mali), April 20, 2021 (Niger), and April 21, 2021 (Burkina Faso).

116. The SMPs will be finalized and summaries disclosed before project effectiveness. The negotiated ESCPs have been disclosed in-country⁵⁶ and on the WBG's website on 6 May. The ESCPs summarize the measures (including the preparation of any subsequent E&S instruments) and actions to address the E&S risks and impacts of the project, as well as targeted training and support to be provided to E&S specialists in the PIUs. The ESCPs will be updated based on the findings of subsequent E&S assessments and results of stakeholder engagement, where necessary. The ESCPs will also be updated to reflect any change in security risks; although the project is not expected to be active in high-risk environments, the security context may change and require changes in social and security risk management.

117. **Gender and GBV.** Project interventions will continue to address the livelihoods, social, economic, infrastructure, and protection needs of women. For example, at least 50 percent of the beneficiaries of enhanced access to improved water sources will be women as tracked in the results indicators. Livelihood activities under the Components 1 and 2 in particular will strengthen women's socioeconomic status. Socioeconomic investments under this project could also increase women's available time for economic activities. Preventing, mitigating, and responding to violence against women and girls will be mainstreamed under this project by, for example, incorporating clauses in this regard in bidding

⁵³ <https://dgdt-bf.org/2021/04/13/cadre-de-gestion-environnementale-et-sociale-du-projet-pcrss/> and https://www.finances.gov.bf/fileadmin/user_upload/storage/Cadre_de_gestion_environnementale_et_sociale_du_projet_PCRSS.pdf.

<https://dgdt-bf.org/2021/04/12/cadre-politique-de-reinstallation-du-projet-pcrss/> and https://www.finances.gov.bf/fileadmin/user_upload/storage/Cadre_politique_de_reInstallation_du_projet_PCRSS.pdf. <https://dgdt-bf.org/2021/04/12/procedures-de-gestion-de-la-main-doeuvre-du-projet-communautaire-de-relance-de-stabilisation-du-sahel-pcrss/> and https://www.finances.gov.bf/fileadmin/user_upload/storage/Proc_R_dure_de_gestion_de_la_main_d_oeuvre_du_projet_PCRSS.pdf.

<https://dgdt-bf.org/2021/04/12/plan-de-mobilisation-des-parties-prenantes-du-projet-pcrss/> and https://www.finances.gov.bf/fileadmin/user_upload/storage/Plan_de_mobilisation_des_parties_prenantes_du_projet_PCRSS.pdf.

https://dgdt-bf.org/wp-content/uploads/2021/04/Rapport_PGN_-PCRSS-DV-1.pdf.

⁵⁴ <https://www.finances.gouv.ml/>

⁵⁵ <https://sds-sahelniger.org/avis-de-publication/>.

⁵⁶ Burkina Faso ESCP disclosed on May, 8, 2021: <https://dgdt-bf.org/2021/05/07/plan-dengagement-environnemental-et-social-du-projet-communautaire-de-relevement-et-de-stabilisation-du-sahel-pcrss/>. Niger ESCP disclosed on May, 10, 2021: <https://sds-sahelniger.org/plan-dengagement-environnemental-et-social-du-pcrss-pees/>. Mali ESCP disclosed on May, 11, 2021: www.finances.gouv.ml. LGA ESCP disclosed on May, 23, 2021: <https://www.liptakogourma.org>.



documents or a Code of Conduct for management and workers, and where possible trainings on Human Immunodeficiency Virus, GBV, and child abuse and exploitation. Furthermore, during project preparation, a GBV and SEA/SH risks assessment using the WBG's tool developed for projects that include civil works has been undertaken for all three countries. As a result of this risk assessment, the GBV and SEA/SH risk is considered as Moderate with key risks being linked to the pre-existing high prevalence of intimate partner violence and sexual violence, harmful social and cultural norms across the countries, a weak legal context, and the distant project areas that might make the supervision of activities difficult. To mitigate potential SEA/SH risks, each of the Borrowers will prepare a SEA/SH Action Plan to be completed before effectiveness.

118. **Climate co-benefits.** The proposed activities have been screened for short- and long-term climate change. Climate change considerations are included in the activities of the different components of this project and are explained in more detail under every Subcomponent in Section II.C (Description of Project Components). The project will also contribute to reducing GHG emissions by enhancing the productivity of environmental and natural resources, supporting soil and water conservation, and managing tree nurseries. As explained earlier, the project will prioritize investments that contribute directly and demonstrably to climate change mitigation, adaptation, or a better management of natural resources, with a goal of 65 percent of Components 1 and 2 activities matching this definition.

V. GRIEVANCE REDRESS SERVICES

119. Communities and individuals who believe that they are adversely affected by a WBG supported project may submit complaints to existing project-level grievance redress mechanisms or the WBG's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WBG's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WBG non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to WBG's attention, and WBG Management has been given an opportunity to respond. For information on how to submit complaints to WBG's corporate GRS, please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to WBG Inspection Panel, please visit www.inspectionpanel.org.

VI. KEY RISKS

120. **The overall risk is rated High.** This is due to the (a) high political and governance risks; (b) high macroeconomic risk; (c) substantial sector strategies and policies risk; (d) high technical design of project risk; (e) high risk for institutional capacity for implementation and sustainability; (f) substantial fiduciary risk; (g) high E&S risk; and (h) high security risks (other). While mitigation measures, commensurate with some of these risks, will be integrated into the project design and implementation arrangements, some of the risks are beyond the control of this project and may not be fully mitigated. In addition, the project is complex with many activities in insecure settings across a wide geographical space, making implementation support even more challenging.



121. **Political and governance risks (High).** The Sahel region is currently experiencing a multidimensional crisis characterized by armed conflict, political instability, and large-scale displacement. The fluidity and unpredictability around the direction and scale of this protracted conflict could disrupt programming as well as impede proactive adjustments and effective planning of project interventions (for example, fluxes in displacement caseloads and security access). Uncertainty will also be minimized according to flexibility in resource allocation across components and geographic locations and by adopting a risk-based approach that will enable the proposed project to expand its implementation to new areas as security improves. In addition, challenges with regard to consensus building and coordination across the three participating governments are expected to emerge. This risk will be mitigated by extensive regional dialogue during project preparation and the creation of a regional KMP to engage local, national, and regional stakeholders and sustain their political commitment for this regional operation.

122. **Macroeconomic risk (High).** Depressed commodity prices affect revenue. The security challenge and the cost of hosting refugees also divert spending away from other economic priorities. COVID-19 has resulted in major outbreaks globally with significant public health and economic impacts, which has affected the region. COVID-19-related movement restrictions, including border closure, are also expected to have a significant impact on cross-border dynamics and regional trade, negatively affecting the economies of the three countries. The macroeconomic instability is compounded by pressures from weak fiscal management. Combined with economic shocks, these could have negative consequences on the sound implementation of the project. Also, the conflict continues to threaten the economic stability and future growth of the three countries. The project's strong focus on livelihoods and LIPWs will help mitigate those risks and inform broader national pro-poor fiscal stimulus efforts.

123. **Sector strategies and policies (Substantial).** Many sector strategies have been developed for the Sahel, fostering a supportive operating environment for this project. Nonetheless, many potential threats and uncertainties still exist with respect to the implementation of these strategies, underscoring the need to strengthen regional dialogue in the Liptako-Gourma Region. Mitigation measures will include a strong stakeholder engagement strategy and a regional KMP to support coordination and harmonization across stakeholders.

124. **Technical design of project (High).** The project has an ambitious design in adopting a regional approach which is relatively new to this region. In addition, the overall technical design and efficient implementation of the project is made more difficult given the volatile security situation. The challenges will be mitigated by (a) keeping the interventions focused, small scale, and less technical; (b) engaging all relevant sectoral departments of ministries; (c) providing strong and continuous capacity enhancement of relevant agencies and community institutions; (d) offering TA; and (e) supporting regional cross-visits that broaden project staff's understanding of available programming approaches and options.

125. **Institutional capacity for implementation and sustainability (High).** In the project's target areas, development interventions are limited, and the administrative capacities are weak at the regional, national, subnational and local levels. The operation will draw on elements of the CDD approach which actively involves and mobilizes communities as an integral part of the planning and implementation process, with the support of the local administration and implementing agencies. The CDD approach has been recognized as a useful vehicle in FCV settings to restore services, as well as promote community ownership and contextual learning to support longer-term stabilization and recovery. In addition, the project will mitigate this risk by ensuring that (a) project implementing agencies will be located in close



proximity to intervention areas; (b) capacities of existing government structures and community institutions are enhanced; and (c) different implementation mechanisms will be used to lend flexibility— involving PIUs under lead ministries, agencies through conventions, local and international CSOs, and development partners (including the UN, where appropriate).

126. **Fiduciary risk (Substantial).** FM and procurement capacities are expected to be weak in the three countries. Capacity enhancement, regular oversight, and periodic audits will be required to enhance the efficiency and transparency of project implementation. The project team will also explore special procurement arrangements adapted to areas which are characterized by high insecurity.

127. **E&S risk (High).** The environmental risk is rated Substantial, based on the type of project and nature of its activities which aim at (a) restoration of basic livelihood and support to beneficiaries' needs for economic resources by providing key climate-smart agricultural inputs; (b) provision of household supplies, goods, and small-scale infrastructure works including rehabilitation and construction of climate-resilient water and sanitation structures and rehabilitation of small-scale socioeconomic infrastructures; (c) rehabilitation of community access road and construction and small bridges; (d) rehabilitation and cleaning of drainage canals; (e) rehabilitation of local electricity facilities; (f) rehabilitation and support to primary and secondary schools; (g) rehabilitation and equipment of health centers and provision of essential medicines; and (h) construction, upgrading, rehabilitation, or expansion of small-scale water supply systems, public places, streets, marketplaces and stalls, community storage facilities, existing veterinary clinics, cattle trough, livestock treatment, vaccination facilities, and livestock markets. In addition, the project will invest in watershed management, considering the high degree of water scarcity in the region. These activities are often associated with environmental negative risks/impacts mainly linked to overconsumption of water resources, soil salinization, biodiversity degradation and impoverishment, introduction of invasive species and pests, dust pollution, and occupational health and safety of workers. The potential for cumulative impacts exists, but they can be readily avoided or mitigated by adequate mitigatory and/or compensatory measures. Furthermore, the project is being developed in a legal/regulatory environment where there is uncertainty or conflict on jurisdiction of competing agencies and where the legislation or regulations do not adequately address the risks and impact in these areas. These risks/impacts will need to be carefully managed throughout the region; they will be mitigated through (a) capacity-building activities; (b) the implementation of environmental safeguards' instruments prepared for the project; and (c) training the E&S specialists engaged by the PIUs to support the project with the implementation of E&S mitigation measures.

128. The project's social risk classification is high based on the activities, anticipated impacts, and the expected location of project sites under Components 1 and 2, as well as client capacity constraints. While the activities that will be financed by this project are expected to have limited social impacts and physical footprint, they will be implemented in a fragile and highly volatile environment that is facing extreme insecurity and violence. Most of the project activities are small scale and are intended to improve social cohesion and inclusion, as well as support sustainable livelihoods, but in a very complicated region. The activities to be financed by the project may generate social risks related to gender, social cohesion, and loss of assets or structures. Additional key social risks include variations in institutional capacity and readiness at both national and regional levels (including in the preparation and implementation of ESF instruments) and the possible exclusion of vulnerable groups (such as women, rural communities, migrants and refugees, the poor, illiterate persons, persons with disabilities, the elderly, and others) from receiving inclusive project benefits, access to jobs in the project's activities involving community works,



and access to decision-making. Given the high gender inequality in the project areas and prevalence of GBV, the risk of exclusion of women is addressed through project design as well as measures related to GBV prevention mitigation measures. As the World Bank's ESF is still rather new to the implementing agencies, it will be important to monitor stakeholder engagement activities to ensure these are inclusive, accessible, and responsive to community feedback throughout the project lifecycle, as the risk of elite capture can potentially heighten risks of local conflict. Other risks include labor risks, risks to community health and safety, and social risks related to sensitivities between groups, including with refugees/IDPs in the project areas.

129. **Others - Security (High).** The Liptako-Gourma area is the epicenter of violent conflict in Central Sahel. Given the highly fluid nature of the conflict, the security situation will vary considerably over geography and over time. As such, managing security risks is key to the achievement of the development outcomes of the project. For this reason, the project team conducted a preparation-stage SDA and concluded that development access is highly constrained, and security risks for project beneficiaries and implementing partners and assets are very high. It also formulated a risk management matrix that identifies safety, protection, operational, and reputational implications of conflict and security dynamics. The conclusions of the SDA inform the World Bank project implementation support strategy as well as dialogue with the Governments on security risk management. Furthermore, a Security and Access Map for the project target zone will be prepared and updated continuously in cooperation with humanitarian, peacebuilding, and development partners that work in the area. In light of these risks, the project requires clients to (a) prepare SMPs by project effectiveness based on SRAs that were prepared by the three borrowers during project preparation phase, in accordance with ESS4 (Community Health and Safety); (b) set up, streamline, and/or apply WBG emergency decision-making procedures together with CMUs and Corporate Security for project supervision purposes; and (c) develop data sharing and communications protocol with security actors like MINUSMA, Operation Barkhane, and the G5 Sahel. In Niger, more formal arrangements with the gendarmerie to secure larger project sites and/or open corridors for humanitarian programming will also be explored. TPM, monitoring through satellite images, geo-enabled data, and other ICT tools will be used to assess and manage security risks and help ensure successful implementation of the project.

**VII. RESULTS FRAMEWORK AND MONITORING****Results Framework****COUNTRY: Western Africa****Community-Based Recovery and Stabilization Project for the Sahel****Project Development Objectives(s)**

The development objective of this project is to contribute to the recovery and resilience of communities in target areas of the Liptako-Gourma Region of Burkina Faso, Mali and Niger through a regional approach supporting (i) integrated socio-economic services and infrastructure, (ii) livelihoods and territorial development, and (iii) regional data and coordination.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Access to Integrated socio-economic services and infrastructure							
Beneficiaries in project target areas provided with improved access to socio-economic services (broken down by females, youth and forcibly displaced) (Number)		0.00	200,000.00	500,000.00	900,000.00	1,600,000.00	2,425,000.00
Burkina Faso (Number)		0.00	100,000.00	200,000.00	400,000.00	700,000.00	1,125,000.00
Mali (Number)		0.00	50,000.00	200,000.00	300,000.00	600,000.00	900,000.00
Niger (Number)		0.00	50,000.00	100,000.00	200,000.00	300,000.00	400,000.00
People provided with access to improved water sources (Number)		0.00	50,000.00	200,000.00	400,000.00	600,000.00	800,000.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Females provided with access to improved water sources (Number)	0.00	25,000.00	100,000.00	200,000.00	300,000.00	400,000.00	
Burkina Faso (Number)	0.00	10,000.00	60,000.00	120,000.00	210,000.00	280,000.00	
Mali (Number)	0.00	10,000.00	50,000.00	100,000.00	150,000.00	200,000.00	
Niger (Number)	0.00	30,000.00	90,000.00	180,000.00	240,000.00	320,000.00	
Resilient livelihoods and territorial development							
Beneficiaries that report an increase in annual income (in %) as a result of project activities (broken down by females, youth and forcibly displaced) (Number)	0.00	50,000.00	150,000.00	300,000.00	500,000.00	675,000.00	
Burkina Faso (Number)	0.00	15,000.00	50,000.00	90,000.00	150,000.00	225,000.00	
Mali (Number)	0.00	15,000.00	30,000.00	50,000.00	100,000.00	150,000.00	
Niger (Number)	0.00	20,000.00	70,000.00	160,000.00	250,000.00	300,000.00	
Land area where sustainable agricultural, land and water management practices, suited to local and regional agro-ecological conditions, have been adopted as a result of the project (Hectare(Ha))	0.00	50.00	150.00	400.00	700.00	1,057.00	
Burkina Faso (Hectare(Ha))	0.00	20.00	70.00	230.00	370.00	500.00	
Mali (Hectare(Ha))	0.00	10.00	30.00	70.00	130.00	200.00	
Niger (Hectare(Ha))	0.00	20.00	50.00	100.00	200.00	357.00	



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improved regional coordination and data							
Joint action plan supporting the regional harmonization of policies and investments in the Liptako-Gourma region, agreed during an annual coordination meeting with participation of the three countries (Number)		0.00	1.00	2.00	3.00	4.00	5.00

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Component 1 and 2							
People who have received essential household goods (broken down by females, youth and forcibly displaced) (Number)		0.00	100,000.00	200,000.00	300,000.00	400,000.00	528,000.00
Burkina Faso (Number)		0.00	20,000.00	30,000.00	40,000.00	50,000.00	78,000.00
Mali (Number)		0.00	30,000.00	70,000.00	110,000.00	150,000.00	200,000.00
Niger (Number)		0.00	50,000.00	100,000.00	150,000.00	200,000.00	250,000.00
Farmers reached with agricultural assets or services (broken down by females, youth and forcibly displaced) (Number)		0.00	50,000.00	100,000.00	200,000.00	400,000.00	600,000.00
Burkina Faso (Number)		0.00	17,000.00	34,000.00	67,000.00	134,000.00	200,000.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Mali (Number)	0.00	16,000.00	33,000.00	66,000.00	133,000.00	200,000.00	
Niger (Number)	0.00	17,000.00	33,000.00	67,000.00	133,000.00	200,000.00	
Agriculture infrastructure (crop storage, livestock shelters etc.) rehabilitated with climate and disaster-resilient standards (Number)	0.00	20.00	50.00	80.00	110.00	150.00	
Burkina Faso (Number)	0.00	7.00	17.00	27.00	37.00	50.00	
Mali (Number)	0.00	7.00	17.00	27.00	37.00	50.00	
Niger (Number)	0.00	6.00	16.00	26.00	36.00	50.00	
People provided with access to improved sanitation services (broken down by females, youth and forcibly displaced) (Number)	0.00	50,000.00	100,000.00	200,000.00	350,000.00	550,000.00	
Burkina Faso (Number)	0.00	20,000.00	40,000.00	80,000.00	130,000.00	200,000.00	
Mali (Number)	0.00	20,000.00	40,000.00	80,000.00	130,000.00	200,000.00	
Niger (Number)	0.00	10,000.00	20,000.00	40,000.00	90,000.00	150,000.00	
Beneficiaries of job-focused / cash for work interventions (broken down by females, youth and forcibly displaced) (Number)	0.00	20,000.00	50,000.00	80,000.00	110,000.00	150,000.00	
Burkina Faso (Number)	0.00	7,000.00	17,000.00	27,000.00	37,000.00	50,000.00	
Mali (Number)	0.00	7,000.00	17,000.00	27,000.00	37,000.00	50,000.00	
Niger (Number)	0.00	6,000.00	16,000.00	26,000.00	36,000.00	50,000.00	
Roads rehabilitated or improved into climate resilient all-season roads (disaggregated)	0.00	45.00	90.00	150.00	210.00	270.00	



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
by roads rehabilitated and improved into climate resilient all season roads) (Kilometers)							
Burkina Faso (Kilometers)	0.00	15.00	30.00	50.00	70.00	90.00	
Mali (Kilometers)	0.00	15.00	30.00	50.00	70.00	90.00	
Niger (Kilometers)	0.00	15.00	30.00	50.00	70.00	90.00	
Component 3							
Establishment of digital platform for regional data sharing (Yes/No)	No	Yes	Yes	Yes	Yes	Yes	Yes
Regional events supporting knowledge exchange and/or the harmonization of policies and investments in the Liptako-Gourma region (Number)	0.00	3.00	6.00	9.00	12.00	15.00	
Individuals participating in regional knowledge exchanges and learning activities (Number)	0.00	60.00	120.00	180.00	240.00	350.00	
People who have participated in social cohesion activities under the project (Number)	0.00	30,000.00	60,000.00	90,000.00	135,000.00	175,000.00	
Burkina Faso (Number)	0.00	14,000.00	28,000.00	42,000.00	58,000.00	75,000.00	
Mali (Number)	0.00	8,000.00	16,000.00	24,000.00	39,000.00	50,000.00	
Niger (Number)	0.00	8,000.00	16,000.00	24,000.00	38,000.00	50,000.00	
Sub-projects that address the needs of female beneficiaries / youth / forcibly displaced (Percentage)	0.00	60.00	70.00	70.00	80.00	80.00	
Sub-projects that address	0.00	60.00	70.00	70.00	80.00	80.00	



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
the needs of female beneficiaries (Percentage)							
Sub-projects that address the needs of youth (Percentage)	0.00	50.00	60.00	70.00	70.00	75.00	
Sub-projects that address the needs of forcibly displaced (Percentage)	0.00	40.00	50.00	50.00	60.00	60.00	
People using the Community-Driven Development/Citizen Engagement app for feedback to be integrated in project interventions (Number)	0.00	0.00	50.00	500.00	750.00	1,000.00	
Women beneficiaries reporting that they have a say in community decision-making (Percentage)	0.00	50.00	60.00	70.00	70.00	70.00	
Grievances relayed through the GRM system that are addressed in the specified timeframe (Percentage)	0.00	60.00	70.00	80.00	90.00	90.00	
Beneficiaries surveyed who believe that communal authorities are transparent (broken down by gender / youth and forcibly displaced) (Percentage)	0.00	30.00	35.00	40.00	50.00	50.00	



Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Beneficiaries in project target areas provided with improved access to socio-economic services (broken down by females, youth and forcibly displaced)	This indicator will measure the number of beneficiaries in project target areas which are provided with improved access to socio-economic services as a result of project activities. Socio-economic services in the context of this indicator refer to services in any kind of sectors that are provided as a result of project activities. Service sectors therefore include, for example, health and education, water and sanitation services. The values of this indicator will be measures as total and also broken down by females, youth and forcibly displaced. The target for females is 50% of the beneficiaries.	At least once a year	Study reports	Baseline study and subsequent studies at least once a year	National level PIUs
Burkina Faso					
Mali					
Niger					



People provided with access to improved water sources	This indicator is a Corporate Results Indicator (CRI). It measures the number of people provided with access to improved water sources, and will be disaggregated by gender.	At least once a year	Activity reports	Review of activity reports, M&E / project results studies	National level PIUs
Females provided with access to improved water sources	This indicator is a CRI. This breakdown measures the number of females provided with access to improved water sources.				
Burkina Faso					
Mali					
Niger					
Beneficiaries that report an increase in annual income (in %) as a result of project activities (broken down by females, youth and forcibly displaced)	This indicator measures the number of beneficiaries that report an increase in annual income (in %) as a result of project activities. The results of this indicator will also be broken down by females, youth and forcibly displaced (and also by country).The target for females is 50% of the beneficiaries.	At least once a year	Study / survey reports	Qualitative / perception survey	National level PIUs
Burkina Faso					
Mali					
Niger					



	This is a CRI with slight modifications. It measures the land area where sustainable agricultural, land and water management practices (suited to local and regional agro-ecological conditions) has been adopted as a result of the project.	At least once a year	Activity reports	Review of project activity reports and field visits	National level PIUs
Burkina Faso					
Mali					
Niger					
Joint action plan supporting the regional harmonization of policies and investments in the Liptako-Gourma region, agreed during an annual coordination meeting with participation of the three countries	This indicator will measure the number of joint action plan supporting the regional harmonization of policies and investments in the Liptako-Gourma region, agreed during an annual coordination meeting with participation of the three countries. The annual coordination meeting will be organized by the States of Liptako-Gourma Integrated Development Authority (LGA).	Once a year	Joint action plan and meeting minutes	Review of action plan and meeting meetings; participation in annual coordination meeting	LGA



Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
People who have received essential household goods (broken down by females, youth and forcibly displaced)	This indicator measures the number of people who have received essential household goods. The number will also be broken down by females, youth and forcibly displaced (and all also by country). The target for females is 50% of total people.	At least once a year; if possible, every six months	Activity reports	Review of activity reports	National level PIUs
Burkina Faso					
Mali					
Niger					
Farmers reached with agricultural assets or services (broken down by females, youth and forcibly displaced)	This indicator measures the number of farmers reached with agricultural assets or services as a result of project activities. It is to note that while the word "farmer" is used (as this is a CRI), this definition shall also include for the purposes of this indicator livestock herders, fishermen and women. The results will be made available in total numbers and broken down	At least once a year	Activity reports	Review of activity reports and field visits	National level PIUs



	by females, youth and forcibly displaced (and by country). The target for females is 50% of the farmers.				
Burkina Faso					
Mali					
Niger					
Agriculture infrastructure (crop storage, livestock shelters etc.) rehabilitated with climate and disaster-resilient standards	This indicator is a corporate climate change indicator. It measures the number of agriculture infrastructure (crop storage, livestock shelters etc.) rehabilitated with climate and disaster-resilient standards.	At least once a year; if possible, every six month	Activity reports	Review of activity reports	National level PIUs
Burkina Faso					
Mali					
Niger					
People provided with access to improved sanitation services (broken down by females, youth and forcibly displaced)	This is a CRI. It measures the number of people provided with access to improved sanitation services. It will be reflected as a total number and broken down by females, youth and forcibly displaced. The target for females is 50% of the total people.	At least once a year.	Activity reports, national statistics, quantitative and qualitative studies	Review of study reports and of available data	National level PIUs



Burkina Faso					
Mali					
Niger					
Beneficiaries of job-focused / cash for work interventions (broken down by females, youth and forcibly displaced)	This is a CRI with slight modifications. It measures the number of beneficiaries of job-focused / cash for work interventions. It will be reflected as a total number and broken down by females, youth and forcibly displaced. The target for females is 50% of the beneficiaries.	At least once a year; if possible, every six months	Activity reports, project results / M&E studies	Review of activity and study reports and field visits	National level PIUs
Burkina Faso					
Mali					
Niger					
Roads rehabilitated or improved into climate resilient all-season roads (disaggregated by roads rehabilitated and improved into climate resilient all season roads)	This indicator is a climate change corporate indicator. It measures the roads rehabilitated or improved into climate resilient all-season roads and will be broken down by rehabilitated and/or improved into climate resilient all-season roads.	At least once a year; if possible, every six month	Activity reports, results/M&E studies	Review of activity and study reports	National level PIU
Burkina Faso					



Mali					
Niger					
Establishment of digital platform for regional data sharing	This indicator refers to the establishment of digital platform for regional data sharing. This platform will be established by the LGA and in coordination with the three national level PIUs (Burkina Faso, Mali and Niger)	Once a year	Review of assessment	Assessment if the platform has been established / continues to be operational	LGA in coordination with the national level PIUs
Regional events supporting knowledge exchange and/or the harmonization of policies and investments in the Liptako-Gourma region	This indicator measures the number of regional events supporting knowledge exchange and/or the harmonization of policies and investments in the Liptako-Gourma region. Examples of these events include forums, workshops, trainings and seminars.	Once a year	Review of event calendar and event summaries/reports	Event summaries and reports	LGA
Individuals participating in regional knowledge exchanges and learning activities	This indicator refers to the number of individuals participating in regional knowledge exchanges and learning activities (directly financed by the project).	Once a year	Meeting minutes and reports	Review of meeting minutes and reports	LGA in coordination with the national level PIUs
People who have participated in social cohesion activities under the project	This indicators measures the number of people who have participated in social cohesion activities under	Every six months	Activity reports	Review of activity reports	National level PIUs



	the project (e.g. psychosocial and mediation trainings and sports and cultural activities).				
Burkina Faso					
Mali					
Niger					
Sub-projects that address the needs of female beneficiaries / youth / forcibly displaced	This indicator consist if three sub-indicators/supplemental indicators which measure sub-projects that address (i) the needs of female beneficiaries; (ii) the needs of youth; and (iii) forcibly displaced.	At least once a year	Study reports	Qualitative studies / perception surveys	National level PIUs
Sub-projects that address the needs of female beneficiaries					
Sub-projects that address the needs of youth					
Sub-projects that address the needs of forcibly displaced					
People using the Community-Driven Development/Citizen Engagement app for feedback to be integrated in project interventions	This indicator measures the number of people using the Community-Driven Development/Citizen Engagement app that will be developed under this project.	Once a year (starting from year 2 when the app will have been developed)	Activity report of the app	Review of the activity report and field visits	National level PIUs



Women beneficiaries reporting that they have a say in community decision-making	This indicator measures the percentage of women beneficiaries reporting that they have a say in community decision-making (as a result of project activities)	At least once a year	Review of study/survey reports	Qualitative studies/perception surveys	National level PIUs
Grievances relayed through the GRM system that are addressed in the specified timeframe	This indicator measures the percentage of grievances relayed through the GRM system that are adequately addressed.	Every six months	GRM activity reports	Review of GRM activity reports	National level PIUs and the LGA
Beneficiaries surveyed who believe that communal authorities are transparent (broken down by gender / youth and forcibly displaced)	This indicator measures the percentage of beneficiaries surveyed who believe that communal authorities are transparent. It will be broken down by gender, youth and forcibly displaced.	Once a year	Study / survey reports	Qualitative studies / perception surveys	National level PIUs

**ANNEX 1: Implementation Arrangements and Support Plan****Part I. Detailed Description of Institutional and Implementation Arrangements**

1. The responsible implementing agencies are: the Ministry of Economy, Finance, and Development (MINEFID) for Burkina Faso; the Ministry of Economy and Finance (MEF) for the Republic of Mali; and the Cabinet of the Prime Minister for the Republic of Niger (SE/SDS Sahel-Niger). Funds will be released to the responsible ministry (the implementing agency for the project) according to the procedures outlined in the fiduciary management section.

Institutional and Implementation Arrangements for Components 1, 2, and 4 and Subcomponents 3b and 3c

2. Components 1, 2, and 4 and Subcomponents 3b and 3c will be implemented at the national level, but many activities follow a regional rationale to harmonize the identification, prioritization, and validation process for investments. Component 4 will be implemented by the respective PIUs, while Subcomponent 3c will be implemented by the respective PIUs of the three countries and the relevant research/ academic institutions, with contractual arrangements tailored to each component. Further details on the institutional and implementation arrangements by country (Burkina Faso, Mali, and Niger) as well as the regional coordination arrangements for these components are outlined below.

A. Burkina Faso

3. **Project oversight and supervision.** MINEFID will have overall responsibility for project oversight and supervision. MINEFID, through its Secretary General or designated representative, chairs an already established COREV of the Macroeconomic Budget and Development Management Program, which is used by different national projects, including the recent World Bank-financed Emergency Local Development and Resilience Project. The Review Committee is responsible for providing the strategic direction of the project and approving the annual work plan and budget. A Technical Monitoring Committee composed of representatives of the main responsible ministries and agencies covering the relevant sectors of the project will ensure consistency with sectoral policies. It will include the ministries in charge of (a) water and sanitation; (b) health; (c) education; (d) social and humanitarian action; (e) territorial administration and decentralization; (f) the environment; (g) agriculture; (h) national reconciliation and social cohesion; (i) security; and (j) infrastructure. UN agencies, bilateral and multilateral technical and financial partners, and specialized NGOs may be invited to attend the Technical Committee sessions as observers.

4. **Project coordination and implementation.** The DGDT will oversee the coordination and implementation of project activities. The DGDT will chair the Technical Committee to review the annual work program and budget. The Technical Committee consists of technical central-level staff from all relevant sector ministries and agencies, to ensure alignment of investments with national and regional sector programming and plans, as well as to provide overall technical guidance in the implementation of project activities. A national PIU will be established within the DGDT, supported by three RAs as part of MINEFID's Regional DREP covering the Sahel, Centre-Nord, and Nord regions. The national PIU prepares work and budget plans, defines technical project implementation guidelines, monitors and evaluates project activities, manages contracts for PIU-implemented investments, makes payments and disbursements, and reports on project progress. The regional PIUs will support project management in



their respective regions. Key personnel will be recruited by the project, as outlined below, except for the national security specialist and some regional branch staff:

- (a) In Ouagadougou (main office of the national PIU):
 - (i) One project coordinator
 - (ii) One procurement specialist
 - (iii) One administrative and FM officer
 - (iv) One senior accountant
 - (v) One assistant accountant
 - (vi) One environmental safeguards specialist
 - (vii) One social safeguards specialist/social development specialist
 - (viii) One gender and GBV specialist
 - (ix) One security specialist (seconded from the Defense and Security Forces)
 - (x) One communications specialist
 - (xi) One internal auditor
 - (xii) One M&E specialist
 - (xiii) One infrastructure specialist/engineer
 - (xiv) One KMP officer
 - (xv) One capacity-building specialist
 - (xvi) Support staff
- (b) In each of the three regional PIUs/antennas (in the Sahel, Centre-Nord, and Nord regions):
 - (i) One RA manager (DREP of each region)
 - (ii) One M&E assistant (DREP M&E officer)
 - (iii) One procurement assistant
 - (iv) One accountant
 - (v) One social and environmental safeguard specialist assistant
 - (vi) One CDD specialist/specialist in community mobilization and conflict prevention
 - (vii) One infrastructure/rural engineering assistant
 - (viii) Support staff

5. **Main PIU staff.** The following positions are considered key staff (which are crucial for the operating of the PIU) and will therefore be recruited before the effectiveness of the project: the project coordinator, the procurement specialist, an administrative and FM officer, environmental safeguards specialist, social safeguard specialist, and M&E specialist.

6. **The DGDT will pair existing staff to the PIU recruited positions to ensure skills transfer and sustainability.** At the end of the project, DGDT staff focal points should gain the requisite experience on the management of projects according to World Bank procedures. In addition, existing DGDT staff will share their experience acquired during the implementation of the PUS and the PADEL with the PMU. The DGDT team will work with the recruited specialists and other project actors throughout implementation to capitalize on best practices and ensure continuity.

7. **The modalities for implementation vary based on security conditions and the types of investments.** The PIU, in coordination with the RAs/DREP, will be responsible for procurement and management of funds for project investments above US\$60,000. For investments of less than US\$60,000,



the PIU will delegate implementation to commune governments, subject to an annual fiduciary assessment. Two possible options for subproject implementation are (a) commune government procurement and management of funds and (b) commune government procurement but PIU management of funds with direct payment to contractors. The project will provide TA to commune governments, under the supervision of RAs/DREP.

8. **Technical FPs.** The PIU will contract at least one technical FP service provider (mostly NGOs) per region to support communities and commune throughout the subproject cycle. The FPs will serve as a link between the RAs/DREP and target communes and communities by building local government capacity to manage local investments and strengthening community institutions. FPs will facilitate the community-centered process by (a) identifying target communities and validating security access; (b) conducting project orientation meetings at the commune and community levels; (c) conducting community mobilization and training activities; (d) supporting participatory needs assessment and planning, including the updating of annual investments plans and commune development plans; (e) assisting in the elaboration of subproject proposals; and (f) supporting communities in M&E activities. FPs will embed conflict sensitivity and social cohesion activities as part of the community mobilization strategy, especially in the community identification of subproject proposals. FPs will serve as an additional conduit to channel grievances to the relevant national parties and will train GRM focal points at the community level.

9. **Local governments.** Communes are the lowest official administrative division in Burkina Faso, responsible for organizing and coordinating local development initiatives. At the commune level, investments are harmonized under Communal Development Plans, providing a development vision for each commune. The project will support updating of these plans and strengthen links with priorities identified at the village and urban sector levels. LDPs are complemented by Annual Investment Plans (AIPs), which will include investments identified through the project's community-centered approach. Thus, the project can ensure strong links with existing local governance systems and decentralization objectives.

10. **Community institutions.** At the community level, communities will be represented by VDC in rural areas and CBOs in urban areas. VDCs are recognized by national decree 57 as the official representatives of village communities. VDCs consist of 12 community members, elected for a three-year term, responsible for supporting their village's development. VDCs have the authority to establish specialized ad hoc committees to support local activities, including on M&E, redress of grievances, and subprojects' preparation/management. The project will strengthen VDCs and CBOs to lead the identification and support implementation of inclusive community development activities, which will feed into LDPs and AIPs.

11. **PIM.** The PIM will detail the organizational and technical procedures that govern the project, including a grants manual, FM and procurement, component implementation, subproject cycle, and GRM.

B. Mali

12. **The Ministry of Economy and Finance (MEF) will be the government entity directly responsible for project implementation.** In particular, the MEF will be responsible for overall coordination and supervision of project activities. A COP will be established, building on and expanding the COP of the PRRE.

⁵⁷ DECRET n°2007-032/PRES/PM/MATD du 22 janvier 2007.



The COP will be chaired by the Minister of Economy and Finance or a designated representative, seconded by the Minister of Local Government as vice-chair. The COP's principal functions are to (a) provide the project with overall guidance; (b) facilitate coordination of project operations; and (c) ensure coherence between the project and other Government of Mali and similar donor-supported programs in support of stabilization and recovery in Liptako-Gourma. Other members of the COP will comprise representatives of, among others, Ministry of Public Works, Ministry of Energy and Water, Ministry of National Education, Ministry of Health, Ministry of Environment and Sanitation, Ministry of National Reconciliation, Ministry of Security and Civil Protection, Ministry of Defense and Veterans, the Commission for Food Security, and Ministry of Rural Development, local governments, and civil society.

13. **A PIU is to be established within the MEF, building on the existing PCU of the PRRE to assist with its day-to-day project management responsibilities.** It will provide the secretariat for the COP. It will be responsible for following up on the implementation of COP recommendations and decisions. Its management responsibilities will include recruitment of MODs, consolidation of work plans and budgets, progress reports, M&E, communications and outreach, and overall oversight of project activities. The PIU will have the overall FM responsibility for project implementation. It will oversee adherence to procurement and ESF requirements. It will have primary responsibility for implementing the project as a whole. In particular, it will ensure that the MODs for Components 1 and 2 execute activities according to the agreed terms of contract. The PIU will rely on five regional implementation units (RAs) for coordinating project activities, working closely with government entities at regional, cercle, and local government (commune) levels within their regional boundaries. Specifically, the RAs will consolidate regional-level work plans, budgets, and progress reports to be made available to the PCU. To that end, the PIU/RAs will work closely with the community mobilization and facilitation MODs to support the strengthening of capacities of various stakeholders, including PLGs, CBOs, and deconcentrated technical services (DTSs) of the central government to engage in the activities being undertaken under Components 1 and 2. In addition, given the security-related access restrictions, a TPM agency will be recruited by the PIUs to ensure compliance to the implementation guidelines. The main experts based in each office are as follows:

- (a) In Bamako (main office of the national PIU):
 - (i) One project coordinator
 - (ii) One FM specialist
 - (iii) One internal auditor
 - (iv) One accountant
 - (v) One procurement specialist
 - (vi) One infrastructure specialist
 - (vii) One M&E specialist
 - (viii) One community mobilization and conflict prevention specialist
 - (ix) One social risk management specialist
 - (x) One environmental risk management specialist
 - (xi) One communications specialist
 - (xii) One security specialist (consultant)
- (b) In each of the five regional implementation units (RAs):
 - (i) One infrastructure/local development specialist



- (ii) One specialist in community mobilization and conflict prevention (head of RA)
- (iii) One accountant
- (iv) Security consultants (as needed)

14. **Main PIU staff.** The following positions are considered key staff (which are crucial for the operating of the PIU) and will therefore be recruited before the effectiveness of the project: the project coordinator, the procurement specialist, an administrative and FM officer, environmental safeguards specialist, social safeguard specialist, and M&E specialist.

15. **Project implementation.** Components 1 and 2 and Subcomponent 3c will be executed by MODs, which will ensure that the project is implemented according to the priorities identified and validated by PLGs and communities, including the year 1 Priority Investment Program, in the areas of interventions of the project. Because of the emergency nature of the project and the requirements for rapid results in a context of weak capacities at both central and local levels, implementation of project activities will be delegated to MODs. Nevertheless, each PLG and communities will be responsible for annual planning and oversight of investments related to Components 1 and 2 and Subcomponent 3c. Planning will be based on a community-centered approach to identify priorities for the project, building on existing local planning systems. PLG councils, with support from RAs and MODs, will revise their existing Social, Economic and Cultural Development Plan (*Plan de Développement Social et Economique et Culturel*, PDSEC) and have them validated by the respective committees for oversight, monitoring, and coordination of development programs. These committees bring together local government officials, civil society, and representatives of the DTSs of the central government and are a core element of Mali's decentralization institutional framework. They are established at the local government level (Communal Development Action Steering, Coordination and Monitoring Committee, *Comité Communal d'Orientation, de Coordination et de Suivi des Actions de Développement*, CCOCSAD), at the cercle level (Local Development Action Steering, Coordination and Monitoring Committee, *Comité Local d'Orientation, de Coordination et de Suivi des Actions de Développement*, CLOCSAD), and at regional level (CROCSAD) to ensure coherence of proposed investments with sector policies at each level of government.⁵⁸

16. **PIM.** A PIM, acceptable to the World Bank, will be completed before the commencement of activities. The PIM will describe all implementation and M&E arrangements, the sequence of project activities and expected implementation schedule and FM procedures, investment funding mechanism, GRM, and procurement procedures for the PIU and under MOD arrangements. The PIM will provide the PIU, MODs, PLGs, NGOs, and CBOs with clear guidelines and procedures for planning, budgeting, procurement, contract management, and FM arrangements.

C. Niger

17. **Project oversight and supervision.** In Niger, the Cabinet of the Prime Minister will have responsibility for the overall oversight of the project. It will harmonize methodological approaches that the project uses and make them consistent with investment planning at the regional and central levels. The project NSC, consisting of representatives of stakeholders (ministries, institutions, regional authorities, municipal departments, and customary chiefs), will be responsible for the overall steering of

⁵⁸ Communal/Local/Regional Development Action Steering, Coordination and Monitoring Committee (*Comité Communal/Local/Regional d'Orientation, de Coordination et de Suivi des Actions de Développement*, CCOCSAD/CLOCSAD/CROCSAD).



the implementation of the project, including approving work plans and annual budgets and reviewing the annual report of the internal auditor and the financial audit report of the project. The project NSC will meet a maximum of twice a year. It will be chaired by the Director of the Prime Minister's Office, seconded by the Secretary General of the Ministry of Planning, and will be composed of some representatives of the sectoral ministries and institutions involved in the preparation and implementation of the project, the Governor of the Tillabéri Region, the prefects of the concerned departments, the President of the Tillabéri regional council, two representatives of the traditional chiefdom (*Chefferie Traditionnelle*), and mayors of the project intervention municipalities. The role of the NSC will be to provide overall strategic guidance, reinforce intersectoral coordination, and oversee project implementation. The PIU in Niger will act as the secretariat of the NSC.

18. Project coordination and management. The SE/SDS Sahel-Niger will be the PIU of the project. The SE/SDS Sahel-Niger is a governmental structure under the Prime Minister's Office with the national mandate to spearhead the economic and social development of the affected regions. Currently, the SE/SDS Sahel-Niger is implementing the Niger Refugees and Host Communities Support Project (P164563) and PROLAC (P161706) financed by the World Bank. For this project, the PIU will be under the technical supervision of the General Direction in charge of Programming and Development of the Ministry of Planning (*Ministère du Plan*), and the latter will represent the Government for the project. The PIU will be organized at two levels: the main PIU office will be based in Niamey and an operational field coordination office will be based in Tillabéri. In addition, three field offices will be based in Téra, Ouallam, and Filingué. The main office in Niamey will—in close collaboration with the operational field coordination office in Tillabéri—prepare work and budget plans and monitor and evaluate project activities. The main responsibility of the operational field coordination office in Tillabéri will be to support the project implementation and coordinate with local stakeholders. The operational field offices will support the day-to-day implementation and monitoring of project activities and will closely coordinate with the operational field coordination office in Tillabéri and the main office in Niamey. The experts based in each office are as follows:

- (a) In Niamey (coordination office / main office):
 - (i) One national coordinator (executive secretary)
 - (ii) One deputy national coordinator
 - (iii) One expert in procurement
 - (iv) One expert in FM
 - (v) One rural engineering expert (including specialization in infrastructure works)
 - (vi) One environmental expert
 - (vii) One social expert
 - (viii) One gender and GBV expert
 - (ix) One M&E expert
 - (x) One governance and knowledge management expert
 - (xi) One expert in stabilization and disaster management
 - (xii) One communications expert
 - (xiii) One main accountant
 - (xiv) One accountant assistant



- (xv) One procurement assistant
- (xvi) One internal auditor
- (xvii) One security expert
- (xviii) One administrative assistant
- (xix) Support staff (drivers, security personnel, and so on)
- (b) In Tillabéri (operational field office):
 - (i) One operational team leader
 - (ii) One hydraulic expert
 - (iii) One senior procurement expert
 - (iv) One M&E assistant
 - (v) One procurement assistant
 - (vi) One accountant assistant
 - (vii) Support staff (drivers, security personnel, and so on)
- (c) In the antennas (Téra, Ouallam and Filingué):
 - (i) One field office leader who will be an M&E expert by antenna (three in total)
 - (ii) One agronomy expert in Téra
 - (iii) One natural resources management expert in Ouallam
 - (iv) A zoo technician in Filingué.

19. **Main PIU staff.** The following positions are considered key staff (which are crucial for the operating of the PIU) and will therefore be recruited before the effectiveness of the project: the national coordinator (executive secretary), the deputy national coordinator, the expert in procurement, the expert in FM, the environmental expert, and the social expert.

20. **Project implementation.** For project implementation, the SE/SDS Sahel-Niger will contract private firms, NGOs, CSOs, and consultants to implement project activities, with contractual arrangements tailored to each component. The project will also work closely with regional, departmental, communal, and traditional authorities; the universities of Niamey and Tillabéri; technical services; territorial and communal administrations; and the laboratory of studies and research on social dynamics and local development. For regional activities, the PIU will work closely with LGA, among others.

21. **Local governance and transparency.** Good governance will enhance the legitimacy of communes in the eyes of the citizenry and thus encourage them to support local development through co-financing and joint management of local investments. The project will develop appropriate tools and mechanisms to stimulate good governance in all the project activities. Furthermore, the investment identification process will follow a certain number of principles and an approach linked to the different components of the project. Principles that will be followed include (a) alignment with the strategic and programmatic frameworks of the state and the territorial collectives in Niger; (b) demand-driven investments which are identified through participatory needs assessment; (c) respect for the principle of transfer of competences to local authorities (municipalities and regions); and (d) the annual assessment and participatory programming exercise within the framework of the elaboration of the annual budget and work plan.



22. **PIMs.** The main technical PIM will detail the organizational and technical procedures that govern the project. This manual will be based on the structure of the PARCA PIM structure and updated to reflect lessons learned during implementation of the PARCA. The manual of administrative, accounting, and financial procedure will detail the administrative management arrangements, including FM, procurement, and the GRM. The GRM will allow the PIU to address issues in a timely manner. The project M&E manual will define the system, mechanism, tools, and actors for effective M&E and will determine the reporting method and frequency.

D. Regional Coordination

23. LGA will support regional coordination through Subcomponent 3a. To support the regional activities and coordination aspects of this project, a team dedicated to the implementation of this project will be set up within LGA. The team will consist of the following staff:

- (i) One project coordinator
- (ii) One knowledge management specialist (deputy coordinator)
- (iii) One ICT specialist
- (iv) One procurement expert
- (v) One internal auditor
- (vi) One senior accountant
- (vii) One specialist in E&S issues
- (viii) One M&E specialist
- (ix) One communication specialist
- (x) Support staff (including driver and secretary).

24. Furthermore, an RCC will be established to provide implementation oversight of the regional program; guide, advice, and support knowledge generation and learning; and support regional policy dialogue and harmonization. The chairmanship of the RCC will rotate among the countries (Burkina Faso, Mali, and Niger) and be supported by LGA. The RCC will be tasked with monitoring national parties' contribution to the KMP activities and ensuring the digital KMP hosted by LGA is regularly updated. Regional coordination sessions will be held every six months, allowing every presidency the opportunity to prepare and chair two regional coordination sessions during each term. The national PIUs for the three participating countries responsible for chairing the RCC in any given year will also assume its secretariat functions. The RCC will produce an annual report on its status and activities.

Part II. Implementation Support Plan

Strategy and Approach for Implementation Support

25. The strategy for supporting project implementation will focus on successfully mitigating the risks identified at various levels and supporting the risk management proposed in the Systematic Operations Risk-Rating Tool. It will consist of (a) implementation support missions and (b) TA in areas of weaknesses and where innovations are introduced.



Implementation Support Plan

26. Arrangements made at preparation phase will be maintained during implementation support involving an ADM-responsible Task Team Leader (TTL) based in Washington, DC, and co-TTLs in charge of country-specific follow-ups (that is, one each for Burkina Faso, Mali, and Niger). The team is also seeking possible trust fund budget to strengthen supervision activities on top of the IDA budget. This is important considering the need for close supervision in an FCV context.

27. The Implementation Support Plan will comprise a number of critical review instruments to assess progress toward achieving the PDO and overall implementation progress and to effectively respond to issues and challenges as they arise. Such reviews will include, among others, (a) semiannual implementation support missions; (b) an MTR that will include a comprehensive assessment of the progress achieved at the mid-point of project implementation and will serve as a platform for revisiting project design issues and where adjustments might be needed; and (c) implementation completion where an independent assessment of the project will be undertaken and lessons drawn to inform future or similar operations.

28. The implementation support missions will specifically focus on reviewing the quality of implementation; finding solutions to implementation problems; assessing the likelihood of achieving the PDO; reviewing with the PIUs the action plan and disbursement programs for the next six months; reviewing the project's fiduciary aspects, including disbursement and procurement; verifying compliance of project activities with the E&S safeguard policies (including the GRM); reviewing the results against the Results Framework; and reviewing the established security monitoring system. The missions would combine some field visits (depending on the security conditions) and multi-stakeholder discussions.

29. At the technical level, the World Bank will assemble the appropriate technical skills and experience needed to support implementation of this regional operation (Table 1.1). Fiduciary reviews will be conducted by the World Bank FM and procurement specialists to ensure that fiduciary systems and capacities remain adequate during project implementation in accordance with IDA's fiduciary requirements. The main elements for the implementation plan support areas are as follows:

- (a) **Technical support.** Technical support will be provided to the PIUs. This will ensure compliance with different agreed modalities and procedures. Particular focus areas will be knowledge management and regional dialogue, citizen engagement and social cohesion, and agricultural and rural mobility.
- (b) **FM.** The World Bank will require quarterly interim financial reports as well as the annual external audit report to be submitted to the World Bank for review. The World Bank will also review other project-related information such as the internal control systems' report. Annual on-site visits will also be carried out by the World Bank to review the FM system including internal controls. Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit, and other reports will be reviewed by the World Bank, including transaction reviews, as needed. FM training to PIU staff will be carried out by project effectiveness. Additional FM training will be conducted during project implementation as needed.
- (c) **Procurement.** The World Bank will undertake implementation support missions every six months.



- (d) **E&S risk management.** The World Bank's safeguard team will consist of E&S specialists who will guide the project team in applying the agreed E&S instruments as well as reviewing compliance during implementation support missions.
- (e) **M&E.** Adequate support to M&E activities will staff missions to project sites at least twice a year to closely monitor and assess project performance.

Table 1.1. Implementation Team Composition

Time	Focus	Skills Needed
First 12 months	<ul style="list-style-type: none">• Project implementation start-up• Complete establishment of the PIUs at the national and regional level• Support to implementation activities: sensitization, community consultations and planning, institution building, and strengthening of implementation capacity, including M&E• Guidance on applying safeguard instruments• Development of M&E methodology and oversight of baseline survey• Training of staff at all levels on procurement, FM, M&E, E&S risk management, and other technical fields, as required	<ul style="list-style-type: none">• TTL (Social Development)• Co-TTL (Social Development)• Co-TTL (Water)• Regional dialogue and knowledge management expertise• Agriculture expertise• Transport and rural mobility• Environment and climate change• FCV• FM• Procurement• M&E• Social risk management• Environmental risk management• Regional security specialist• IE
12–48 months	<ul style="list-style-type: none">• Implementation support missions conducted to monitor implementation performance including progress against targets of the Results Framework• Review of annual work plans and disbursement schedule• Review quality of quarterly/annual reports• Review of audit reports and IFRs• Review adequacy of the FM system and compliance• MTR undertaken (during year 3)	Same as above
49–60 months	<ul style="list-style-type: none">• Implementation support missions conducted to monitor implementation performance including progress against Results Framework targets• Review of annual work plans and disbursement schedule• Review quality of quarterly/annual reports• Review of audit reports and IFRs• Review adequacy of the FM system and compliance• Impact assessment conducted• Project completion and implementation• Completion report preparation	Same as above

**Skills Mix**

30. Table 1.2. summarizes the proposed skill mix and number of staff weeks by year during project implementation. It is anticipated that this will change over time as demand increases.

Table 1.2. Team Skills Mix and Time

Skills Needed	Number of Staff Weeks	Number of Trips	Comments
TTL (Social Development)	15	6 (2 per country)	Based in Washington, DC
Co-TTL or Focal Point (Social Development) - Focus on the water aspects of the project	15	6 (2 per country)	Based in country office or Washington, DC
Co-TTL or Focal Point - Focus on Burkina Faso	15	6 (2 per country)	Based in country office or Washington, DC
Co-TTL or Focal Point - Focus on Niger	15	6 (2 per country)	Based in country office or Washington, DC
Co-TTL or Focal Point - Focus on Mali	15	6 (2 per country)	Based in country office or Washington, DC
Agriculture	8	6 (2 per country)	Based in Washington, DC or country office
Transport and rural mobility	8	6 (2 per country)	Based in Washington, DC or country office
Environment and climate change	6	3	Based in Washington, DC or country office
FCV	8	3	Based in Washington, DC or country office
M&E	6	6	Based in Washington, DC or country office
FM (3)	4 (by country)	—	Country office based
Procurement (3)	4 (by country)	—	Country office based
Social specialist (3)	4 (by country)	—	Based in country office or Washington, DC
Environmental specialist (3)	4 (by country)	—	Based in country office or Washington, DC
Regional security specialist	3	3	Based in country office or Washington, DC
IE	8	4	Based in Washington, DC or country office; the financing for this will not be sourced from the project implementation support budget

**ANNEX 2: Key Partners**

Table 2.1 shows key partnerships with other WBG projects, as well as humanitarian and development partners.

**Table 2.1 Synergies with WBG Projects and Humanitarian and Development Partners
(Indicative and Not Complete List)**

Sector of Partnership	WBG Projects	Humanitarian and Development Partners
Humanitarian Response	Niger Refugees and Host Communities Support Project; Niger Adaptive Safety Net Project 2; Scale-Up and Responding to the Needs of Refugees and Host Communities in Burkina Faso (Safety Net Project); Mali Reconstruction & Economic Recovery; and Multi-sectoral Crisis Recovery Project in North East Nigeria (MCRP)	WFP, UNOPS, the ICRC, UNDP, and UNHCR
Livelihood/Skills training	Niger Refugees and Host Communities Support Project; Mali Reinsertion of Ex-combatants Project; Mali Emergency Safety Net Projects (Jigiséméjiri); Regional Sahel Pastoralism Support Project (PRAPS); and Mali Reconstruction & Economic Recovery	AFD, UN Peacebuilding Fund, and European Civil Protection and Humanitarian Aid Operations
LIPW	Niger Refugees and Host Communities Support Project; Kandadjji Project in Niger; Climate Smart Agriculture Support Project in Niger; Scale-Up and Responding to the Needs of Refugees and Host Communities in Burkina Faso; Transport & Urban Infrastructure Development Project in Burkina Faso; Burkina Faso Emergency Local Development and Resilience; and Promoting Access to Finance & Income-Generating Opportunities in Mali Project	Helvetas, UNOPS, AFD, the Swiss Cooperation, and IOM in Niger
Agriculture and Livestock	Youth Employment and Productive Inclusion Project in Niger and Livestock Development Project; Burkina Faso Livestock Sector Development Support Project (PADEL-B); Mali Livestock Sector Development Support Project; Mali Reconstruction & Economic Recovery; and West Africa Agriculture Productivity Program (WAAPP)	GIZ, UNDP, and WFP
Environment and Natural Resource Management	Niger Community Action Project for Climate Resilience (CAPCR); PRAPS; Climate Smart Agriculture Support Project in Niger; Communal Climate Action and Landscape Management Project in Burkina Faso; and Mali Emergency Safety Net Projects (Jigiséméjiri)	AFD, GIZ, UNDP, and AGHRYMET Regional Center - specialized institute of the Permanent Interstate Committee for Drought Control in the Sahel
Social Cohesion and Citizen Engagement	Scale-Up and Responding to the Needs of Refugees and Host Communities in Burkina Faso; Local Government Support Project in Burkina Faso; Burkina Faso Emergency Local Development and Resilience; Mali Reconstruction & Economic Recovery; and Mali Reinsertion of Ex-combatants Project	High Authority for Peace Consolidation or <i>Haute Autorité a la Consolidation de la Paix</i> in Niger, AFD and the Swiss Cooperation



Sector of Partnership	WBG Projects	Humanitarian and Development Partners
Water	Niger Urban Water and Sanitation Project; Niger Integrated Water Security Platform Project; Kandadjji Project in Niger; and Mali Reconstruction & Economic Recovery	IOM and FAO
Knowledge and Monitoring in the Liptako-Gourma Region	Niger CAPCR; Sahel Irrigation Initiative Support Project; and SWEDD	LGA, ECOWAS, UNDP, AFD, WAEMU, and the Swiss Cooperation
Fragility drivers and vulnerable groups (such as women, forcibly displaced, and so on)	Niger Refugees and Host Communities Support Projects; Adaptive Safety Net Project 2 in Niger; Burkina Faso Emergency Local Development and Resilience; Mali Reinsertion of Ex-combatants Project; and Displacement Impacts Project in the Horn of Africa (DRDIP)	AFD, CARE International, ICRC, UNDP, United Nations Children's Fund, and UNHCR
Security		UNOCHA, UNDSS, G5 Sahel, Alliance Sahel, G5 Joint Forces, Operation Barkhane, and national military actors (Annex 8)



ANNEX 3: Procurement

1. Procurement will be carried out in accordance with all relevant policies and procedures: (a) the World Bank PR; (b) 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated October 15, 2006 and revised January 2011 and as of July 1, 2016; and (c) other provisions stipulated in the Financing Agreements, using the SPDs accompanying the PR. STEP will be the platform for preparing, submitting, reviewing, and clearing Procurement Plans and prior review procurement activities. STEP will also be used for uploading the documents and evaluation reports for post review contracts. The PIM will detail the procurement procedures, SPDs, and model contracts associated with the market approaches and selection methods for various procurement categories. Details of the Procurement Plans are in STEP.

Procurement Capacity Assessment Summary

2. **LGA.** The procurement assessment of LGA has been conducted and found that this organization has a public procurement and legacy division under the Directorate of Administrative and Financial Services in accordance with the Regulation No. 008-2018 / CM / LGA on the organization and functioning of the Executive Secretariat of LGA (*Reglement no 008-2018/CM/ALG portant organization et fonctionnement du Secretariat Executif de l'ALG*), dated October 2018, and has an internal procurement system. The administrative and financial procedures manual dated 2001 is under revision. In the absence of an updated manual, an assessment of the organization of the procurement system is difficult to undertake. The procurement division is staffed with a chief of the division who has a minimum qualification of a bachelor's degree and five years of procurement experience. LGA has never faced a complaint resolution and an assessment of the complaint mechanism is therefore also not possible. LGA is applying the old practice to score technical and financial proposals for works and negotiate the final proposal for goods according to the standard documents (bidding documents and bid evaluation reports document). There is no procurement control mechanism. The financial controller is a member of the evaluation commission. LGA has procurement experience with the French Cooperation, WAEMU, and ECOWAS but it has no experience implementing World Bank-financed projects under new regulations.

3. The main risks identified for LGA are the following: (a) no experience in applying the World Bank PR and STEP; (b) an old administrative and financial procedures manual that is under revision; (c) the chief of the Procurement Division having no experience in World Bank PR; (d) no procurement control mechanism; (e) no complaint mechanism; and (f) bidding documents and bid evaluation reports that are not in line with the World Bank documents. The proposed mitigation measures for these risks are the following: (a) recruit, on a competitive basis, a procurement specialist who is experienced and familiar with World Bank procurement procedures and policies and will be dedicated to this project; (b) train the Procurement Division and the Tender Committee on the World Bank's Procurement Framework; (c) finalize the revision of the procurement manual including the development of a section on procurement procedures as part of the PIM to clarify roles for each team member involved in the procurement process and the complaint and control mechanisms and define the maximum delay for each procurement stage, specifically with regard to review and approval systems and the signing of contracts; (d) review the applicable procurement documents (bidding documents, request for proposals, bid evaluation reports, and so on) and judge them with regard to their acceptability for the World Bank. The procurement risk rating is Substantial.



4. **Burkina Faso.** The project will be implemented at the central level by the PIU under the DGDT anchored at MINEFID. The project will also be implemented at the local level with communes. The DGDT is represented in each region by the Regional DREP; however, there is no procurement specialist assigned to each region. The DGDT is also in charge of the implementation of the Local Economy Development Support Project (PADEL). The procurement assessment of the DGDT carried out by the World Bank found that the Procurement Department (*Direction des Marchés Publics*, DMP) of MINEFID is responsible for carrying out and managing all procurement activities of the ministry including its key directorates such as the DGDT. The DMP is particularly responsible for (a) finalizing procurement documents prepared by the technical structures, including the DGDT; (b) preparing the advertisement notices; and (c) presiding over Tender Committees and drafting contracts for approval. The Tender Committee comprises both internal and external members. The DMP/MINEFID is divided into five sub-departments and is staffed with 17 procurement specialists. The unit is led by a civil servant who has a master's degree and 20 years of experience in procurement including the World Bank Procurement Directives.

5. The procurement unit is well-organized but has to manage an important workload. In addition, the staff have limited experience in WBG procedures and no access to any capacity-building program. There is also no acceptable filing system. A Procurement Manual has been developed as part of PADEL. The DGDT has a procurement specialist recruited for the coordination unit of PADEL (financed by West African Development Bank) the specialist but has no experience in World Bank PR. There is also no procurement capacity in communes. Given that most of the local governments neither have the capacity nor the human resources to implement the activities of their communes, the project proposes to (a) establish a technical team (procurement specialist, engineer, and safeguards specialist) at the regional level within the RA of the DGDT to help the communes implement their activities and at the same time build their capacity or (b) recruit a third-party implementation entity, when the security conditions worsen.

6. The procurement risk rating is Substantial and the main risks identified are as follows: (a) the lack of experience of the DMP/MINEFID and DGDT at the central and regional levels in applying World Bank PR and using STEP; (b) absence of staff who will be solely dedicated to this project's procurement activities at the central and regional levels of the DGDT; (c) limited number of staff with experience in the World Bank's new Procurement Framework; (d) reduced space for records archiving; (e) multiple levels of responsibility in project implementation, including procurement aspects (reviewing and approval of documents and decision before final decision for contract signature); (f) delays in application of Direct Selection, due to mandatory authorization requests from the sectoral ministry or Ministry of Finance, depending on the estimated cost in accordance with the national procurement code; (g) limited capacity to conduct emergency procurement; (h) delays in the procurement process, which are mainly due to delays in the review of files and the publication of procurement notices by the Central Directorates of Procurement and Financial Management that are in charge of prior control; (i) low threshold for procurement methods; (j) insufficient delegation of authority to the PIU on procurement actions and decisions; (k) difficulties in mobilizing the technical sub-commissions; (l) challenges in bid submission due to COVID-19 movement restrictions imposed by many countries worldwide; and (m) Integrity Vice Presidency allegations of fraud in the sector targeted under one of the subcomponents by the proposed operation.

7. In Burkina Faso, there is also limited procurement capacity in communes, given that most of the local governments neither have the capacity nor human resources to implement complex activities. Procurement activities to be carried out by communes are however simple and similar to their own



procurement activities (less than US\$60,000). Also, the assessment of the communes did not reveal any major concern except the absence in the procurement documents of provisions compliant with the World Bank anti-corruption policy, the World Bank right to sanction, and the World Bank's inspection and audit rights. These provisions will have to be included in the communes' procurement documents (requests for quotations, contracts, and so on). The procurement risk rating is Substantial.

8. **Niger.** The SE/SDS Sahel-Niger is currently implementing two projects financed by the World Bank: PARCA (P164563) and the Lake Chad Region Recovery and Development Project (PROLAC-P161706) that are effective since March 26, 2019 and November 25, 2020, respectively. Therefore, the experience of the SE/SDS Sahel-Niger in managing and implementing World Bank-financed projects is relatively recent. So, there is a risk of not properly implementing procurement activities in line with the agreed procedures of three projects at the same time, due to the additional workload and lack of proven and robust experience, especially in areas of fragile and insecurity areas. The assessment revealed that the SE/SDS Sahel-Niger has insufficient experience in simultaneously implementing two World Bank-financed projects, let alone three. There is a need to create a dedicated unit within the SE/SDS Sahel-Niger staffed with technical and fiduciary staff including a procurement specialist. The existing fiduciary team of PARCA will manage procurement activities of the PPA until the creation and the staffing of the new team dedicated to this project.

9. The key risks identified for procurement under this project are as follows: (a) the implementing agency is not enabled to undertake day-to-day management of the procurement in accordance with the provisions of the two Legal Agreements mentioned earlier, due to the incorrect use of provisions of the Public Procurement Code; (b) the current two procurement specialists of PARCA and PROLAC would be overstretched by the workload of the new project; (c) there are not enough procurement staff and technical experts with the experience required to effectively implement procurement actions on time and in line with World Bank procurement policies and procedures; (d) inadequate communication and interaction between the beneficiaries and the PIU may lead to delays in procurement processes and poor cost projections; (e) administrative routines observed in the implementing agency may result in procurement delays detrimental to the project implementation; (f) the security issues in the project intervention area may lead to limited number of qualified contractors and suppliers willing to work in certain communes—this situation may restrict competition and possibly increase prices and collusion risks; (g) there are difficulties and security risks in conducting supervision and procurement missions; (h) insufficient capacity can lead to poor contract management and administration of large contracts; and (i) poor filing and archiving of documents may lead to loss of documents. Overall, all these risks can cause mis-procurement, delays in evaluation of bids, and technical proposals leading to implementation delays, poor quality of contract deliverables, and reputational risks. Based on this assessment, the procurement risk factor is High. The residual risk will be Substantial after adopting the agreed mitigation action plan summarized in Table 3.1.

10. **Mali.** The MEF is designated as the project implementing agency. The existing PCU of the PRRE, established within MEF, will be the national PIU of the proposed project. This existing PCU of the PRRE is properly staffed with regard to the sector and fiduciary aspects and its management of the ongoing project has been relatively efficient and proactive. Even with some abnormal delays for approval of key contracts, which affected the project objectives, the assessment of this agency showed that most of the staff dealing with procurement have adequate experience and capacity in procurement of works and goods through competitive bidding procedures and in selection of large-value consultancy contracts, including using World Bank procedures. Thus, there is little risk of not correctly implementing the



procurement activities according to the agreed procedures, even for two new projects at the same time, due to the results achieved, and proven and solid experiences, especially in fragile and insecure areas. Based on this assessment, the overall procurement performance can be considered Moderately Satisfactory. The key risks identified for procurement are as follows:

- **Institutional capacity for implementation sustainability risk** is considered non-problematic, due to the recent experiences in implementation of World Bank-financed projects. Despite the particular difficult context and some activities yet to be completed, the PCU achieved significant results in the implementation. Its main involvement was the technical supervision of the project, with support from MODs for the fiduciary activities. Therefore, the fiduciary capacity of the PRRE remained weak. Compounded with the difficulties of limited access for contractors to certain sites (due to security concerns) and lack of local qualified bidders, the risk rating is Substantial for the project.

Mitigation. The project will mitigate this risk by building the fiduciary capacity. The unit in charge of the implementation and coordination of the project would also be set up within a ministry with adequate capacity, that will be further strengthened through the recruitment of experienced external fiduciary experts. The PIU will be supported by World Bank staff and individual consultants with expertise in different fiduciary responsibilities, the use of local contractors, and UN agencies (if any).

- **Fiduciary risk.** The PRRE has internal fiduciary capacity with an appreciable knowledge of the World Bank procurement and FM procedures. The average time for contract approval and signing after the award decision has been high due to the unavailability of committee members and delays in transmission of documents in the administrative circuit. Some areas also lack local qualified bidders. The procurement specialist can be overloaded when commencing the implementation of the second project. The procurement record keeping system is considered adequate in terms of local archiving, and filing needs to be improved to comply with World Bank requirements. Therefore, the fiduciary risk is Substantial.

Mitigation. Hold training sessions on World Bank procedures to strengthen the PRRE's staff capacities. To minimize the delay associated with the drafting of appraisal reports, competent firms or consultants should be hired to help evaluate the bids and proposals. The recruitment of a procurement specialist assistant will be considered, as an option.

- **Other risks (Security).** Overall, COVID-19 has had negative impacts on the progress of implementation, as most activities have been delayed due to constraints regarding consultants going to the field, public consultations, and project team mobility. The Mali political situation has been unstable after the coup, especially with the next presidential election that will take place in 2021 causing uncertainties in government policies. Mali is perceived as a country at high security risk due to the militancy and intercommunity conflicts in the center and north of the country. However, the area where the project will be implemented is relatively peaceful and under the control of the government. Delays during implementation of some works due to security concerns, lack of local qualified bidders, and the socio-political context of Mali could lead to a slowdown in disbursements. The risk assessment has rated these risks Substantial.

Mitigation. Some of the mitigation measures include the recruitment of international and local procurement consultants to support the PIU. The beneficiary will use the World Bank's online



purchasing planning and monitoring tools (STEP) to prepare, carry out all transactions, and upload documents at each stage of procurement in real time in STEP.

- **The overall procurement risk for the project** is rated Substantial and will become Moderate after implementing the proposed mitigation measures.

Table 3.1. Procurement Mitigation Measures for LGA and Participating Countries

Agency/ Country	Implementing Agency	Procurement Mitigation Measure	By When
LGA and all participating countries	PIU and LGA	<ul style="list-style-type: none">• Recruit a senior procurement specialist who is experienced and familiar with World Bank procurement procedures and policies and will be dedicated to this project at the central level in the DGDT and recruit three procurement assistants for the three concerned regions of the DGDT.• Recruit, on a competitive basis, a procurement specialist who is experienced and familiar with World Bank procurement procedures and policies and will be dedicated to this project for LGA.• Hire an additional procurement specialist devoted exclusively to the Niger PIU.• Hire a procurement specialist assistant devoted exclusively to the Mali PIU.• Update the Procurement Manual in the PIM to ensure appropriate implementation of activities in line with the WBG general framework related to the project.• The manual should describe procurement rules applicable to the project and a clear accountability system, as well as responsibilities for decision-making, and describe streamlined procurement procedure when applicable.	Before effectiveness
	PIU and LGA	<ul style="list-style-type: none">• Adopt WBG provisions related to ESHS risks and impacts, with codes of conduct that include prohibitions against sexual harassment and sexual abuse to all works procurements that apply SPDs.	Throughout project implementation
	PIU and LGA	<ul style="list-style-type: none">• Train contract staff on the new framework (online and/or in person) and STEP, which will be used to manage all contract transactions and related documents.• Ensure timely archiving of all procurement documents and complaints in STEP.• Ensure that LGA and communes' procurement documents (bidding documents, requests for quotations, contracts) contain provisions compliant with the World Bank anti-corruption policy, the World Bank right to sanction, and the World Bank's inspection and audit rights.	Throughout project implementation



Agency/ Country	Implementing Agency	Procurement Mitigation Measure	By When
Niger	PIU	<ul style="list-style-type: none">• Transcribe into the procurement procedures manual the institutional arrangements and project implementation, provisions stipulated in the Legal Agreement (supranational agreement) and which make the SDS responsible for the implementation of procurement and then invite the Government of Niger to comply with the provisions of the agreement.• Involve qualified technical experts (consultants) to support preparation of technical specifications and functional requirements of bidding documents, and ToR. Set up monthly coordination meetings. Exercise quality control on all aspects of the procurement process, including developing ToR, technical specifications, bidding documents, proposals, requests for quotations, evaluation, and award. Monitor, on monthly basis, the Procurement Plan's implementation and set up a close follow-up in relation with beneficiaries to ensure that appropriate actions are taken on time. Transfer the major risks (identified in the PRAMS exercise) to a day-to-day monitoring matrix and monitor it through project implementation monthly meetings with the client during the first two years of the project, to ensure things are on track.• Apply World Bank procurement flexibilities in fragile situations. Start the project's activities in communes that are easily accessible. Advertise at the national level even for small works using requests for quotations (open approach of the market).• Set up third-party supervision and monitoring system. Provide military escorts to supervision missions.• Develop contract management plans for prior review contracts.• Provide a dedicated room for archiving. Set up a filing system at the PIU level to ensure compliance with the World Bank procurement filing manual. Upload documents at each stage of procurement in real time in STEP.	Throughout the life of the project



Agency/ Country	Implementing Agency	Procurement Mitigation Measure	By When
Mali	PIU	<ul style="list-style-type: none">• Prepare the PIM including a procurement section reviewed and agreed by the World Bank.• Develop accountability framework with defined business standard and engage beneficiary technical departments as early as possible. Set up periodic coordination meetings. Ensure WBG follow-up through PRAMS and closely support missions.• Use UN agencies. Strengthen the local bidder's capacity.• Speed up the procurement process by avoiding administrative issues. Set up responsibility of each partner.• Use TPM and GEMS to report.• Organize workshop sessions on the Procurement Manual of Procedures and the World Bank PR to train all staff involved in the procurement of the project. Provide continuous hands-on trainings on the Procurement Manual of Procedures and the World Bank PR for identified key staff.• Apply World Bank procurement flexibilities in fragile situations. Start the project's activities in communes that are easily accessible.• Provide a dedicated room for archiving. Upload documents at each stage of procurement in real time in STEP.	Throughout the life of the project

11. **Procurement documents.** For international competitive procurement of works, goods, non-consulting services, and consulting services, the borrower shall use the World Bank SPDs with minimum changes, acceptable to the World Bank, as necessary to address any project-specific conditions.

12. **Procurement information and documentation—filing and database.** Procurement information will be recorded and reported as follows:

- Complete procurement documentation for each contract, including bidding documents, advertisements, bids received, bid evaluations, letters of acceptance, contract agreements, securities, and related correspondence will be maintained at the level of respective ministries in an orderly manner, readily available for audit.
- Contract award information will be promptly recorded and contract rosters, as agreed, will be maintained.
- Comprehensive quarterly reports will be prepared indicating (a) revised cost estimates, where applicable, for each contract; (b) status of ongoing procurement, including a comparison of originally planned and actual dates of the procurement actions, preparation of bidding documents, advertising, bidding, evaluation, contract award, and completion time for each contract; and (c) updated Procurement Plans, including revised dates, where applicable, for all procurement actions.

13. **General Procurement Notice, Specific Procurement Notices, Requests for Expression of Interest, and results of the evaluation and contracts award** should be published in accordance with advertising provisions in the PR. For request for bids and request for proposals that involve international



bidders/consultants, the contract awards shall be published in the UN Development Business in line with the provisions of the PR.

14. **Training, workshops, study tours, and conferences.** Training (including training materials and support), workshops, and conference attendance (based on individual needs as well as group requirements), and on-the-job training will be carried out based on an approved annual training and workshop/conference plan that will identify the general framework of training activities for the year. A detailed plan and ToR providing the nature of training/workshop, number of trainees/participants, duration, staff months, timing, and estimated cost will be submitted to IDA for review and approval before initiating the process. The appropriate methods of selection will be derived from the detailed schedule. After the training, each beneficiary will be requested to submit a brief report indicating what skills have been acquired and how these skills will contribute to enhance his/her performance and contribute to the attainment of the PDO. Reports by the trainees, including completion certificate/diploma upon completion of training, shall be provided to the project coordinator, will be kept as parts of the records, and will be shared with the World Bank if required.

15. **Procurement Manual.** Procurement arrangements, roles and responsibilities, methods, and requirements for carrying out procurement shall be elaborated in the Procurement Manual, which will be a section of the PIM. The context of fragility and the capacity constraints in the three countries will be considered, and simplified procurement arrangements will be designed accordingly. The PIM shall be prepared by the recipients and agreed with the World Bank before effectiveness.

16. **Operating costs** financed by the project are incremental expenses, incurred by PIU (or LGA) as approved by the World Bank, for project implementation, management, and M&E, including utilities; office space rental; office supplies; bank charges; vehicle operation, maintenance, and insurance; maintenance of equipment and buildings; communication costs; travel and supervision costs (that is, transport, accommodation, and per diem); and salaries of contracted and temporary staff. These expenses related to operating costs will be procured using the procedures specified in the project manual for administrative, financial, accounting, and procurement procedures, accepted and approved by the World Bank.

17. **Implementing entities.** The procurement activities for the project will be executed by the respective project implementing agencies. PIUs will be set out within these agencies. The PIU will carry out the following activities:

- Manage overall procurement activities and ensure compliance with the procurement process described in the relevant manuals.
- Ensure compliance of bidding documents, draft requests for proposals, evaluation reports, and contracts with World Bank procedures.
- Prepare and update the Procurement Plan.
- Monitor the implementation of procurement activities.
- Develop procurement reports.
- Seek and obtain approval of internal designated entities and then of IDA on procurement documents, as required.



18. The PIU will participate in the process of all procurement activities and will notably support the following activities: (a) preparation of ToR and the bidding documents; (b) preparation of evaluation reports and contracts in line with World Bank procedures; and (c) participation in procurement commission activities and all related meetings.

19. **Procurement procedures.** When approaching the national market, the country's own procurement procedures may be used with the requirements set forth or referred to in paragraphs 5.3–5.6 related to National Procurement Procedures and subject to certain requirements for national open competitive procurement. Other national procurement arrangements (other than national open competitive procurement) that may be applied by the recipients (such as limited/restricted competitive bidding, request for quotations, shopping, local bidding, and direct contracting) shall be consistent with World Bank core procurement principles and ensure that World Bank Anti-corruption Guidelines and Sanctions Framework and contractual remedies set out in the World Bank Legal Agreement apply.

20. **Frequency of procurement supervision.** In addition to the prior review supervision which will be carried out by the World Bank, semiannual supervision missions are recommended. Annual World Bank procurement post review will be conducted in the respective countries by the World Bank procurement specialists. The sample size will be based on the procurement risk rating for the implementing agencies in each country. The prior review procurements will be reviewed and cleared in STEP by each country's World Bank procurement specialist.

21. **Procurement prior review.** The procurement risk is rated Substantial. Table 3.2 summarizes the procurement prior review for Substantial risk. These prior review thresholds can evolve according to the variation in procurement risk during the life of the project.

Table 3.2. Procurement Prior Review Thresholds (US\$, millions) for Substantial Risk

Works	10.0
Goods, information technology, and non-consulting services	2.0
Consulting firms	1.0
Individual consultants	0.3

22. **Contract management and administration.** For all prior review contracts, contract management plans (in line with the provisions of the PR Annex XI) will be developed during contract creation and completed at the time contracts are signed.

23. **Summary of the PPSD.** Major procurement activities include the acquisition of heavy means of transport for garbage agricultural collection, rehabilitation of autonomous water stations, strengthening of livestock food banks work to fix the dunes, farmland and housing work, work to build pastoral wells, degraded land recovery work (for example, herbaceous seeding), rural road rehabilitation work, rural electrification with solar systems, work to build pastoral pumping stations, food products and animal feed, health equipment and medicines, solar kits and other equipment to facilitate income-generating activities. The consultant services are mainly technical studies for works contracts as well as those corresponding to the monitoring and control of execution. Works contracts have many variants: (a) building works such as slaughterhouses, bus stations, schools, health centers, cattle yards, storage warehouses, and shops; (b) development work of all kinds (ponds, lowlands, slaughter areas, market garden sites); (c) hydraulic works: boreholes, large-diameter wells, water network, wastewater disposal, and so on; and (d) roadworks (rural



track, paved road, bridge, and so on) and roads. The information collected confirms the capacity of the national market to meet most of the needs for the execution of works, supplies, and services contracts for the project. Local companies and suppliers have strengths in terms of experience and the ability to execute the envisaged contracts. Information collected in the field shows that there is a large number of service providers in the works market, computer equipment, and office furniture and equipment as well as most intellectual services. Most suppliers will be competing at the start of the procurement process.

**ANNEX 4: FM and Disbursement**

1. The FM functions for the project will be provided at the national level. They are as follows: (a) in Burkina Faso, the PUS-BF of MINEFID, which has been recently assessed to be the implementing entity of the Emergency Local Development and Resilience Project (P175382); (b) in Mali, the implementing entity of the Mali Reconstruction and Economic Recovery Project (P144442) anchored at the MEF; and (c) in Niger, the SE/SDS Sahel-Niger anchored at the office of the Prime Minister, which is implementing two WBG-financed projects, PARCA (P164563) and PROLAC (P161706). These entities will be responsible for the implementation of Components 1, 2, and 4 and Subcomponents 3b and 3c (and Component 5, when triggered). At the regional level, the FM functions will be handed over to LGA for the implementation of Subcomponent 3a.
2. As part of project preparation, FM assessments of the national and regional implementing entities which will provide FM functions were conducted. The objectives of the assessments were to determine whether the respective selected implementing entities have adequate FM arrangements to ensure that (a) project funds will be used for purposes intended in an efficient and economical way; (b) the project's financial reports will be prepared in an accurate, reliable, and timely manner; (c) the project's assets will be safeguarded; and (d) the project is subjected to a satisfactory auditing process. The review of the existing FM systems included budgeting, staffing, financial accounting, financial reporting, funds flow and disbursements, and internal and external audit arrangements.

Planning and Budgeting Arrangements

3. The PIUs in Burkina Faso, Mali, and Niger, respectively, and the Regional PIU hosted by LGA will each prepare Annual Work Plans and Budgets (AWPBs) in accordance with ToR acceptable to the WBG. Implementing entities receiving funds from these PIUs will submit their budgets to the respective PIUs for consolidation. The AWPBs will then be approved by the respective project steering committees and submitted to the World Bank not later than November 30 of each calendar year throughout the implementation of the project. The implementing entities will monitor the project's execution with the project's accounting software in accordance with the budgeting procedures specified in the FM Manual of Procedures and report on variances along with the semiannual IFRs. The budgeting system will need to forecast the origin and use of funds under the project for each fiscal year. Only budgeted expenditures would be committed and incurred to ensure the resources are used within the agreed-upon allocations and for the intended purposes. The semiannual IFRs will be used to monitor the execution of the AWPBs.

Accounting Arrangements

4. **Accounting policies and procedures and information system.** The prevailing accounting policies and procedures in line with the West African Francophone countries accounting standards—SYSCOHADA—in use in Burkina Faso, Mali, and Niger for ongoing WBG-financed operations will be applied for all the PIUs. The accounting systems and policies and financial procedures used by each PIU will be documented in the project's Administrative, Accounting, and Financial Manual. Overall, there are appropriate accounting software for the selected project implementing entities for the three countries and LGA. However, the PIUs will update the existing accounting software to include the specificities of the new project within one month after project effectiveness for the PIUs in Burkina Faso and LGA and within three months after project effectiveness for the PIUs in Mali and Niger.



5. **Accounting staff.** All the implementing entities have FM teams that will need to be strengthened with experienced additional staff dedicated to each project. The FM teams will be responsible for monitoring the approved budget and preparing the IFRs and annual financial statements for the annual audit. The PIU FM officer will oversee the proposed project. The PIU in Burkina Faso will hire or appoint one FM officer (RAF) before the effectiveness date and one senior accountant and one accountant fully dedicated to the proposed project with ToR and qualifications acceptable to IDA within one month after effectiveness. In Mali, the PIU already has a well-qualified and experienced FM team which will handle the FM activities for the project. Thus, before the project effectiveness, the implementing entity FM team's contracts will be updated to cover the FM activities for the proposed project. In Niger, the proposed project will be assigned a well-qualified and experienced FM team composed of one FM officer and one accountant at the national level and one accounting assistant for the field coordination unit based in Tillabéri. The FM team will be hired on a competitive basis. The FM officer and the accountant should be in place before the project effectiveness date and the accounting assistant three months after the project effectiveness date. For LGA, the current LGA FM team comprises the head of the administrative and financial department, the head of the accounting and asset management, the head of human resources, and an administrative assistant. The current LGA FM team will be used for the proposed project. One accountant with qualifications and experience satisfactory to the WBG will be recruited for the proposed project before effectiveness.

Internal Control and Internal Audit Arrangements

6. **Internal controls.** Internal control comprises the whole system of control, financial or otherwise, established by management to (a) carry out project activities in an orderly and efficient manner; (b) ensure adherence to policies and procedures; (c) ensure maintenance of complete and accurate accounting records; and (d) safeguard the project's assets. The internal control procedures will be documented in the FM Manuals of Procedures for each of the project implementing entities.

7. The assessment for Burkina Faso revealed that the PIU has a weak internal control function. The current internal control system relies on controls performed by the procurement and commitments control department (*Direction de Contrôle des Marchés et Engagements Financiers*). Those are ex ante controls focused on the procurement processes. The PIU also has a well-detailed FM Manual of Procedures. To strengthen the internal control system, the PIU will, within one month after project effectiveness, hire one internal auditor fully dedicated to the proposed project and update the PIM and the detailed FM Manual of Procedures. In Mali, the proposed PIU has a well-detailed FM Manual that will be updated before effectiveness, to include the proposed project specificities. In addition, the PIU will recruit one internal auditor to fill the current vacant position within three months after effectiveness. In Niger, the PIU will prepare a PIM with the PPA funding that the WBG will clear before project effectiveness. The PIM will be designed to document FM arrangements, including internal controls, budget process, and asset safeguards, and to clarify the roles and responsibilities of all stakeholders. To provide reasonable assurance on the project transactions, the PIU will (no later than three months after effectiveness) (a) update the ToR of the internal auditor recruited for PARCA, to include the proposed project internal audit activities, and (b) recruit one junior internal auditor whose working time will be shared with the ongoing WBG-financed projects PARCA (P164563) and PROLAC (P161706) hosted by the PIU. The PIU within LGA has an FM procedure adopted in 2001 which is under revision. The internal auditor position has been vacant for four years. The recruitment process is still ongoing. To strengthen the internal control system, LGA will need to (a) update the PIM and the detailed FM Manual of Procedures to include the proposed



project (within one month after project effectiveness) and (b) recruit one internal auditor within six months after project effectiveness.

Governance and Anti-Corruption Arrangements

8. All the implementing entities will follow their institutional rules, regulations, guidelines, policies, and procedures. FM arrangements will ensure that internal control systems are in place and audits are conducted to prevent and detect fraud and corruption. Transparency and accountability are highly encouraged by putting the project's budget and audited financial statements on the project implementing entity's websites, where applicable. Complaints-handling mechanisms should also be set up by the project implementing entities such that beneficiaries who are not receiving services as planned can have a mechanism to raise their complaints. This will involve putting in place a system to record all complaints received, direct them to the responsible person to be addressed, and record when a response is sent to the complainant. In Burkina Faso, ASCE-LC will review the project activities on a biannual basis. A copy of ASCE-LC reports will be submitted to the World Bank. The project will have to comply with the World Bank Anti-Corruption Guidelines.

Financial Reporting Arrangements

9. **IFRs.** Each implementing entity will prepare and submit periodic unaudited IFRs and annual project audited financial statements in form and content satisfactory to the World Bank. The IFRs should provide pertinent information for a reader to establish whether (a) funds disbursed to projects are being used for the purpose intended, (b) project implementation is on track, and (c) budgeted costs will not be exceeded. The IFRs will include the following: (a) an introductory narrative of project developments and progress during the period, to provide context to (or other explanations of) financial information reported; (b) a sources and uses of funds statement, both cumulatively and for the period covered by the report, separately showing the funds provided; (c) a statement of the use of funds by components, cumulatively and for the period covered by the report; (d) the Designated Account (DA) reconciliation, including bank statements and general ledger of the bank account; (e) the disbursement forecasts of the upcoming six months; and (f) an explanation of variances between the actual and planned. The IFRs will reflect the activities implemented by other partners involved in the project. The details of the periodicity and due date of the IFRs are as follows: (a) the PIU in Burkina Faso and the PIU within LGA will prepare and submit the IFRs to the World Bank within 45 days after the end of each quarter and (b) the PIUs in Mali and Niger will prepare and submit the IFRs to the World Bank within 45 days after the end of each semester.

10. **Annual financial reporting.** In compliance with International Accounting Standards and IDA requirements, each PIU will produce audited annual financial statements. These include (a) a balance sheet that shows assets and liabilities; (b) a statement of sources and uses of funds showing all the sources of project funds and expenditures analyzed by project component and/or category; (c) a list of material assets acquired or procured to date with project funds; (d) notes related to significant accounting policies and accounting standards adopted by management and underlying the preparation of financial statements; and (e) a management assertion that project funds have been disbursed for the intended purposes as specified in the relevant Financing Agreements.

11. **External audit arrangements.** In line with the WBG's policy, implementing entities are required to submit annual project financial statements audited in accordance with International Standards on Auditing (ISA), by an independent external auditor appointed based on ToR acceptable to IDA. Specific



country arrangements are detailed in Table 4.1. The external auditor will express an opinion on the project financial statements in compliance with ISA. In addition to the audit report, the external auditor will prepare a management letter containing the auditor's assessment of the internal controls, accounting system and compliance with financial covenants in the Financing Agreement, suggestions for improvement, and management's response to the auditor's management letter. If possible, the same auditor will be used for the PIU in Burkina Faso and LGA.

Table 4.1. Auditing Arrangements

No.	Country	Responsible Entity	Audit Type	Audit Firm	Due Date
1	Burkina Faso	PUS-BF	Project financial statement	Private audit firm	Six months after the end of the year
2	Mali	Mali PIU	Project financial statement	Private audit firm	Six months after the end of the year
4	Niger	SE/SDS Sahel-Niger/Niger PIU	Project financial statement	Private audit firm	Six months after the end of the year
5	LGA	LGA/LGA PIU	Project Financial Statement	Private audit firm	Nine months after the end of the year

Funds Flow Arrangements

12. **Designated and project accounts.** Project funding consists of IDA credits and grants. IDA will disburse the credits and grants through segregated DAs denominated in local currency (XOF for the four PIUs) opened with financial institutions acceptable to IDA. The DAs will be managed by the respective implementing agencies. Disbursement arrangements will follow the World Bank's disbursement guidelines and general practice and FM procedures applicable in each country. All project funds will be used in line with the Financing Agreement and World Bank FM procedures. Advances made to the DA would be documented using Statements of Expenditures (SOEs) and supporting documents as defined in the Disbursement Letter. In Niger, a transaction account will also be opened at Tillabéri to facilitate the field units' operations. If ineligible expenditures are found to have been made from the DAs and/or project accounts, the borrower will be obligated to refund the same. If the DA remains inactive for more than three months, the World Bank may reduce the amount advanced. The World Bank will have the right, as reflected in the terms of the Financing Agreement, to suspend disbursement of the funds if significant conditions, including reporting requirements, are not complied with. Additional details regarding disbursement will be provided in the Disbursement Letter. All specific country arrangements are summarized in Table 4.2. Figure 4.1 and Figure 4.2 show the funds flow mechanism for the project activities to be financed. Given the security challenges in the project implementation areas, the PIUs will transfer funds to local authorities based on documentation, which will be specified in the FM Manuals for payment of service providers and suppliers.

Table 4.2. Disbursement Arrangements

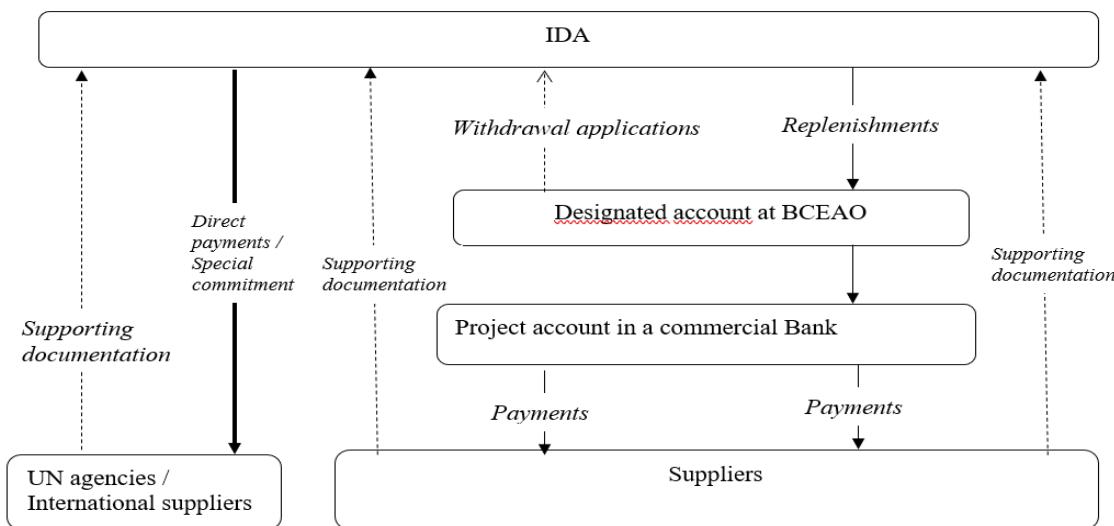
S. No.	Country	Implementing Entity	DA (XOF)	Other Project Bank Accounts	Supporting Documents (to Be Further Detailed in Disbursement Letter)
1.	Burkina Faso	DGDT Burkina Faso/Burkina Faso PIU	DA - Central Bank (BCEAO)	Project Account denominated in XOF in a commercial bank	SOE

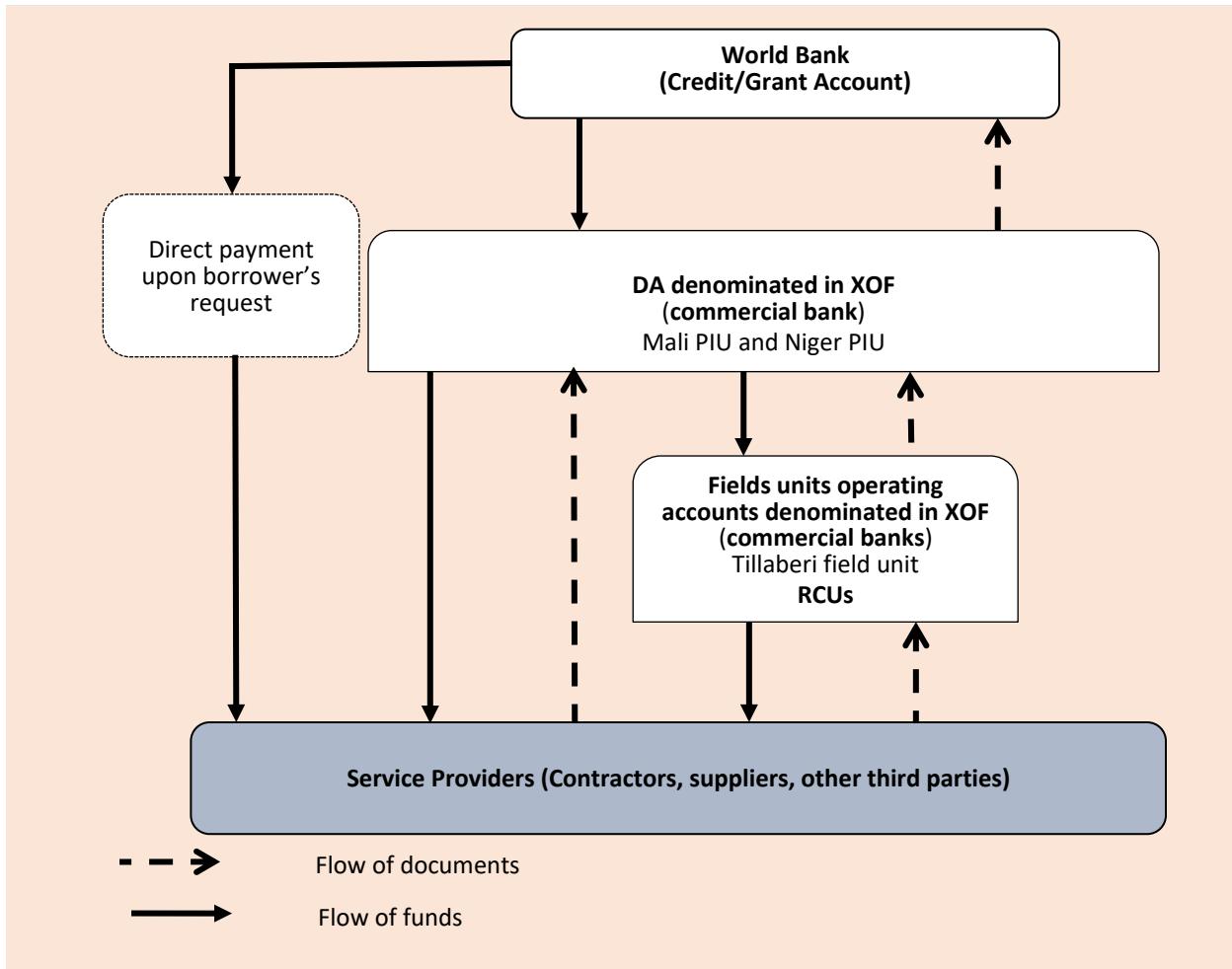


S. No.	Country	Implementing Entity	DA (XOF)	Other Project Bank Accounts	Supporting Documents (to Be Further Detailed in Disbursement Letter)
2.	Mali	Mali PIU	DA - Commercial bank		SOE
3.	Niger	SE/SDS Sahel-Niger/Niger PIU	DA - Commercial bank		SOE
5.	LGA	LGA PIU	DA - Central Bank (BCEAO)	Project Account denominated in XOF in a commercial bank	SOE

Note: BCEAO = Central Bank of West African States (*Banque Centrale des États de l'Afrique de l'Ouest*)

Figure 4.1. Funds Flow PUS-BF and LGA - Future Financing



**Figure 4.2. Funds Flow Mali PIU and Niger PIU - Future Financing**

31. The following tables specify categories of eligible expenditures.

Table 4.3. Niger: Categories of Eligible Expenditure

Category	Amount of the Credit Allocated (expressed in EUR)	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, consulting services, Training, Community Subprojects and Operating	33,300,000	27,520,000	100%



Costs for Parts 1 and 2 of the project			
(2) Goods, works, non-consulting services, consulting services, Training and Operating Costs for Parts 3 and 4 of the project	9,400,000	7,780,000	100%
(3) Emergency Expenditures under Part 5 of the project	0	0	100%
TOTAL AMOUNT	42,700,000	35,300,000	

Table 4.4. The States of Liptako-Gourma Integrated Development Authority: Categories of Eligible Expenditure

Category	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
Goods, works, non-consulting services, consulting services, Training and Operating Costs for Part 3(a) of the project	1,800,000	100%
TOTAL AMOUNT	1,800,000	

Table 4.5. Mali: Categories of Eligible Expenditure

Category	Amount of the Credit Allocated (expressed in EUR)	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, consulting services, Training, Community Subprojects and Operating Costs for Parts 1 and 2 of the project	28,980,000	24,450,000	100%
(2) Goods, works, non-consulting services,	12,420,000	10,450,000	100%



consulting services, Training and Operating Costs for Parts 3 and 4 of the project			
(3) Emergency Expenditures under Part 5 of the project	0	0	100%
TOTAL AMOUNT	41,400,000	34,900,000	

Table 4.6. Burkina Faso: Categories of Eligible Expenditure

Category	Amount of the Credit Allocated (expressed in EUR)	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, consulting services, Training, Community Subprojects and Operating Costs for Parts 1 and 2 of the project	45,540,000	38,370,000	100%
(2) Goods, works, non-consulting services, consulting services, Training and Operating Costs for Parts 3 and 4 of the project	16,560,000	13,930,000	100%
(3) Emergency Expenditures under Part 5 of the project	0	0	100%
TOTAL AMOUNT	62,100,000	52,300,000	

FM Action Plan**Table 4. 7. FM Action Plan**

	Action	Responsibility	Completion date
General	Agree on format of unaudited IFRs and external audit ToR with the World Bank	Burkina Faso PIU Mali PIU Niger PIU LGA PIU	Completed during negotiations



	Action	Responsibility	Completion date
Burkina Faso	Appoint external auditor for the project	LGA PIU Niger PIU Burkina Faso PIU Mali PIU	Within 1 month after effectiveness for LGA PIU Within five months after effectiveness for Niger PIU Within six months after effectiveness for Burkina Faso PIU and Mali PIU
	Prepare PIM including an FM Manual	Burkina Faso PIU LGA PIU Mali PIU Niger PIU	Before effectiveness
	Hire or appoint (a) an FM officer (RAF), (b) a senior accountant, (c) an accountant, and (d) an internal auditor fully dedicated to the proposed project with ToR and qualifications acceptable to IDA Sign a Memorandum of Understanding with ASCE-LC to perform an ex post verification of expenditures paid by the project Update accounting system to include the proposed project	PUS-BF	Before effectiveness 1 month after effectiveness 1 month after effectiveness 1 month after effectiveness 1 month after effectiveness 1 month after effectiveness
Mali	Update the implementing entity FM team's contracts to include FM activities of the proposed project Update the current accounting software to include the proposed project Recruit one internal auditor	Mali PIU	Within three months of effectiveness
	Recruit one FM specialist based on ToR satisfactory to the World Bank	Niger PIU	Before effectiveness
Niger	Recruit one accounting assistant for Tillabéri Acquire and install an accounting software acceptable to the World Bank Update the ToR of the internal auditor recruited for PARCA to include the project internal audit activities Recruit a junior internal auditor whose working time will be shared with PARCA and PROLAC	Niger PIU	Within three months of effectiveness



	Action	Responsibility	Completion date
LGA	Hire or appoint an accountant fully dedicated to the proposed project with ToR and qualifications acceptable to IDA	LGA PIU	Before effectiveness
	Update accounting system to include the proposed project		
	Appoint an internal auditor	LGA PIU	Within 6 months after effectiveness

Implementation Support and Supervision Plan

13. The World Bank's FM implementation support will be consistent with a risk-based approach and will involve collaboration with the World Bank's task team, procurement, and the Disbursement and Financial Information Letter. The supervision intensity will be based initially on the PAD FM risk rating and subsequently on the updated FM risk rating during implementation. On-site review will cover all aspects of FM, including internal control systems, the overall fiduciary control environment, and tracing transactions from the bidding process to disbursements as well as SOE review. Additional supervision activities will include desk review of periodic IFRs, quarterly internal audit reports, audited annual financial statements and management letters as well as timely follow-up of issues that arise, and update of the FM rating in the Implementation Status and Results Report and the FM system. The World Bank will provide support in monitoring the timely implementation of the action plan.

Table 4. 8. Implementation Support Plan

FM activity	Frequency
Desk reviews	
IFR review	Quarterly
Audit report review of the program	Annually
Review of other relevant information such as interim internal control systems reports	Continuous as they become available
On-site visits	
Review of overall operation of the FM system	Semiannually (implementation support mission)
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit, and other reports	As needed, but at least during each implementation support mission
Transaction reviews (if needed)	As needed
Capacity-building support	
FM training sessions by World Bank FM team	During implementation and as needed

Conclusion

14. The conclusion of the assessment is that the FM arrangements in place meet the World Bank's minimum requirements under the World Bank's Policy for IPF and therefore are adequate to provide, with reasonable assurance, accurate and timely information on the status of the project required by the WBG (IDA). The overall FM residual risk rating is Substantial for all the implementing entities as well as for the project, given the security challenges in the project intervention areas.

**ANNEX 5: Economic and Financing Analysis**

1. The economic and financial analysis conducted as part of the preparation for this project suggests that the proposed interventions are generally economically and financially feasible. As a project adopting a community-centered approach, the selection of project investments will largely be based on LDPs and initial assessments undertaken in collaboration with communities, while considering security and access. Given the wide range of small infrastructure to be decided directly by the communities themselves (after project launch), it is not fully possible to pre-determine actual investments or conduct traditional activity-by-activity economic analysis. Therefore, analyses were carried out mainly based on a typology of project investments that are expected to be common across the three participating countries of Burkina Faso, Mali, and Niger.
2. The analysis employs a cost-benefit methodology, which is deemed as a more appropriate approach. Particularly, it is a simplified cost-benefit analysis of certain project interventions (as data permits), where solely direct cost and monetary value of selected benefits are compared. When possible, the estimated net present value (NPV) and economic internal rate of return (IRR) are presented. Nonetheless, the proposed interventions have several significant indirect, less tangible benefits that are not quantifiable in monetary terms and thereby cannot be accounted for—both in NPV calculations and in the sensitivity analysis. However, they certainly can be listed among the project's top benefits. These include human capital development (for example, health and education), citizen engagement, empowerment of women and youth, social cohesion, and strengthening of the state-citizen social contract, among others.

3. The main quantifiable interventions have been analyzed—interventions that (a) reduce the cost of conflict and violence (Components 1–3); (b) improve access to water supply and sanitation (Components 1 and 2); (c) develop the agricultural sector (Components 1 and 2); (d) develop the pastoral sector (Components 1 and 2); (e) improve connectivity through road investments (Component 2); and (f) involve LIPW activities for the recovery of degraded soils, reforestation, sanitation, and rural roads (Components 1–2).

I. Interventions (under Component 1, Component 2, and particularly Component 3) to Reduce the Cost of Conflict and Violence

4. According to the UN-WBG 'Pathways for Peace' report,⁵⁹ it is clear that fragility and violent conflicts kill many and inflict insidious damage to bodies, minds, and communities. In addition to potentially hindering human capital development, their long-term effects include reduced economic growth, reduced commercial and investment opportunities, and the additional cost of reconstruction. While there are 'tangible' costs, such as costs of medical care and loss of income, 'intangible' costs of pain, suffering, decreased quality of life, and psychological distress are more difficult to monetize. Countries in violent conflict have been found to experience a reduction in annual GDP growth of 2–4 percent and up to 8.4 percent if the conflict is severe (Mavriqi 2016).⁶⁰ Hoeffler (2017)⁶¹ estimates that the cost of collective violence in Sub-Saharan Africa is about 0.63 percent of GDP and the cost of interpersonal

⁵⁹ United Nations and World Bank. 2018. *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*. Washington, DC: World Bank.

⁶⁰ Mavriqi, R. R. 2016. "Global Economic Burden of Conflict." Unpublished manuscript.

⁶¹ Hoeffler, A. 2017. What Are the Costs of Violence?" *Politics, Philosophy & Economics* 16 (4), p. 422–445.



violence is 3.68 percent of GDP. Conversely, savings resulting from risk mitigation can be a net economic gain for countries. If a community becomes more peaceful, individuals will spend less time and resources protecting themselves from violence. Resources are also diverted to more productive areas like health, business investment, education, and infrastructure.⁶² The 2018 ‘Economic Value of Peace’ report⁶³ estimated the cost of violence in Burkina Faso at US\$724.5 million (2 percent of GDP), in Mali at US\$4,484.5 million (12 percent of GDP), and in Niger at US\$579.6 million (7 percent of GDP). These data make it possible to assess the economic gains that countries can achieve with a given level of reduction in the costs of violence.

Table 5.1. Evaluation of Economic Gains Resulting from a Reduction in the Cost of Violence

Countries	Economic Cost of Violence		Economic Gain (Assuming 1% Reduction in Cost of Violence) (US\$, millions)	Cost of the Project (US\$, millions)	% (Economic Gain/Project Cost)
	US\$, millions	% GDP			
Burkina Faso	724.5	2.0	7.2	150	5
Mali	4,484.5	12.0	44.9	100	45
Niger	579.6	7.0	5.8	100	6
Total	5,788.6	7.1	57.9	350	17

Source: The Economic Value of Peace report (2018), Institute of Economics and Peace.

5. The combined cost of violence in the three countries is equivalent to US\$5.8 billion. If the project helped reduce the economic cost of violence by even 1 percent in each country (through Component 1 and Component 2 and particularly by strengthening the regional response to the conflict crisis under Component 3), the reduction in the cost of violence is estimated to be US\$58 million. This would be about 17 percent of the project amount.

II. Interventions (under Component 1 and Component 2) to improve access to water supply and sanitation

6. Access to drinking water and sanitation is a daily challenge for people in Liptako-Gourma, especially with the increased pressure from the ongoing forced displacement crisis. Some of the project activities enhancing water supply include the rehabilitation, construction, and extension of water facilities, such as boreholes with manual or solar pumping, standpipes, and drinking water supply (small/multi-village). Sanitation activities include the construction of latrines and sanitation cabins and the cleaning of drainage channels, among others. Benefits and challenges of these activities are presented in Table 5.2.

⁶² United Nations and World Bank. 2018. *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*. Washington, DC: World Bank.

⁶³ Institute for Economics and Peace. *The Economic Value of Peace 2018: Measuring the Global Economic Impact of Violence and Conflict*. Sydney, October 2018.



Table 5.2. Benefits and Challenges of Water Supply and Sanitation Project Activities

Positive	Negative
<p>Increased access to and supply of drinking water and sanitization services. This includes improved access to drinking water (for example, through standpipes), as well as increased access to and utilization of sanitization services.</p> <p>Time savings, particularly for women. Time saved (for example, from fetching water) can be used for children's welfare and up-bringing, income-generating activities, gaining new skills, or contributing to community.</p> <p>Reduction in morbidity and mortality and improved health, with reduction in prevalence of waterborne diseases. This will not only reduce related health care expenditure at the health system and household levels but also accrue economic gains (for example, productive days gained due to less diarrheal illness).</p> <p>Generation of local employment opportunities⁶⁴ and creation of specialized trade⁶⁵ from the construction, operation, and management of these water and sanitation works, as well as development of the private sector related to sewage sludge.</p> <p>Strengthening social cohesion and reduction of conflict and tensions over scarce availability of water</p>	<p>Injuries or fatalities during construction</p> <p>Conflict over water point management</p> <p>Water and soil pollution during works</p> <p>The potential accelerated decline of groundwater levels, resulting from climate change and excessive use of groundwater resources</p>

Table 5.3. Example of an NPV Analysis of an Investment under Water Project Activity

Initial Cost (XOF)	Gains	Average Cost per m ³ Sold (XOF)	IRR (%)
81,587,777 ⁶⁶	<ul style="list-style-type: none"> Target group of 4,000 inhabitants with a service rate of 30% in the first year and 47% in the last year. Selling price of water: XOF 300 per m³ (based on results of the rural tariff study carried out by the WBG in Burkina Faso). <p>Hypotheses</p> <ul style="list-style-type: none"> Consumer surplus is XOF 367 per m³ with an elasticity of 0.5. Time savings from water fetching: XOF 516 per day for 7.6 days of gain in the year. 	305	14

Source: Burkina Faso South West Water Development Program.

7. In smaller settlements, it is often difficult to achieve financial profitability with investments, as the cost of water remains unaffordable for many households. In the example above, the average cost per m³ sold (XOF 305 per m³) is above the selling price of water (XOF 300 per m³). Based on the two main benefits—consumer surplus and time savings from water fetching—the IRR is 14 percent. This IRR is much more sensitive to the cost of investment and the price of water than to the volume of water billed. Indeed, a 20 percent decrease in the cost of investment increases the IRR by 4 percentage points, while a 20

⁶⁴ For example, managers, operators, maintenance staff, fountain operators, and temporary staff mobilized for extension and connection works.

⁶⁵ This could include the development of local technical expertise, potentially favorable to the medium- or long-term deployment of private initiative in the water and sanitation service (trade in spare parts, servicing and maintenance workshops, and so on).

⁶⁶ As of April 30, 2021, US\$1 = XOF 541.35171.



percent increase in the price of water increases the IRR by 1 percentage point. These two factors combine to increase the IRR to 19 percent. Thus, investments in drinking water and sanitation services have good economic profitability and are economically justifiable. However, the profitability of these investments could be limited by the respective country tariff policies. Priority should also be given to low-cost facilities to ensure sustainability.

III. Interventions (under Component 1 and Component 2) to Develop the Agricultural Sector

8. With households heavily dependent on subsistence activities from agriculture, the agricultural sector is a key driver of economic growth and poverty reduction in the region. The ongoing conflict has destroyed agriculture and irrigation infrastructure, disrupting local farming systems. The project (under Component 1 and Component 2) aims to stimulate the agricultural sector and develop their value chains. Activities planned under the agricultural sector include providing agricultural and production inputs,⁶⁷ building related infrastructure (for example, warehouses), carrying out soil conservation activities (for example, establishment/management of tree nurseries, and carrying out agricultural support activities (for example, training and extension services).

Table 5.4. Benefits and Challenges of Agricultural Project Activities

Positive	Negative
<p>Increased revenue from production output sales. Higher productivity/yield, lower production costs, and added value creation/transformation of products.</p> <p>Increased cultivated land and creation of markets and processing infrastructure also allows producers to sell their products at better prices.</p> <p>Improved water management and restoration of productive capital (like soil). These also increase resilience against droughts and floods.</p> <p>Creation of new job with wages above the subsistence level (particularly for women and youth)</p> <p>Increased knowledge transfer and enhanced capacities of producers, combined with improved access to agricultural inputs and equipment</p>	<p>Decreasing prices through increased supply may negatively affect the projected revenues</p> <p>Loss of economic gains from activities in previously unused land (for example, firewood collection or animal grazing)</p> <p>Loss of economic services previously provided by those unemployed (for example, short-term work for their community or household or informal work)</p>

⁶⁷ E.g. seeds and phytosanitary products.

**Table 5.5. Example of an NPV Analysis of an Investment in Irrigated Rice Production in Niger**

Initial Cost	Gains	Allocation to Depreciation per Season	NPV	IRR (%)
XOF 14,420,000 for a development of 5 ha in gravitational flow	<p>Based on theoretical operating models simulated as part of the Kandadji growth pole project:</p> <ul style="list-style-type: none"> Non-mechanized double crop production with yields as follows: Year 1 - 3.8 tons per ha, Year 2 - 5 tons per ha, and Year 3 - 5.9 tons per ha The farm gate price: XOF 135 per kg (market price) 	XOF 176,617,000 per year	Estimated at XOF 20,936,381 over 25 years or XOF 837,455 per year	17

Source: Feasibility study on agricultural growth pole in the Tillabéri Region of Niger.

9. Sensitivity tests showed that a 20 percent decrease in the cost of development of 5 ha of land resulted in an increase of IRR by 4 percentage points; conversely, increasing the selling price of agricultural products by 10 percent, increased the IRR by 5 percentage points. The results indicate that the profitability of the investment is much more sensitive to market prices than to development costs. A decrease in development cost, combined with a price increase, pushes the IRR from 17 percent to 27 percent. Conversely, insecurity in the region could negatively affect the economy; lowering the price by 20 percent would reduce the IRR to 7 percent and result in a negative NPV.

Table 5.6 Example of an NPV Analysis of an Investment in an Agricultural Lowland in Mali (Kissakoro)

Initial Cost	Gains	NPV	IRR (%)
XOF 492,550,913 for the development of a 120 ha of market gardening perimeter	<p>Production in 2 cycles: winter season with rice as the main crop on 192 ha and market gardening in off-season</p> <p>The rice farm gate price: XOF 150 CFA per kg in financial price</p>	Estimated at XOF 1,096,498,059 over 30 years or an average of more than XOF 37 million per year	24

Source: Economic profitability report under Kissakoro lowland development study, Sahel Irrigation Initiative Support Project (P154482).

10. Sensitivity tests revealed that profitability remained attractive, even with a significant increase in operating expenses and a substantial decrease in operating income. For instance, the IRR was 16 percent when operational expenses increased by 10 percent, combined with a decrease in operating revenues by 10 percent. Notably, when operating income increased by 10 percent, while the other variables remained constant, the IRR was around 29 percent. Hence, the market determines the profitability of agricultural investments to a large extent, whether for large or small developments. While larger developments are less attractive for rice monoculture, they offer economies of scale compared to smaller developments when crop rotation is optimized and market oriented. Small market gardening perimeters that use high yield crops often show very significant returns, which can be over 60 percent. Nonetheless, production intensification measures are still necessary to improve crop profit margins. Insecurity would also dampen the economy, affecting profitability parameters.



IV. Interventions (under Component 1 and Component 2) to Develop the Pastoral Sector

11. Strategic investment in livestock farming can help create pastoral corridors and serve as a node to attract livestock development at the regional level. The project seeks to invest in the development of pastoral infrastructure,⁶⁸ reconstitute household livestock through animal kits,⁶⁹ and provide pastoralism support (vaccinations, extension services, trainings, and so on), among others.

Table 5.7. Benefits and Challenges of Pastoral Project Activities

Positive	Negative
Productivity improvement , refinement of pastoral byproducts and increase in the amount of meat available, and the value and volume of milk Promotion of livestock trade and simplification of the feed supply Creation of jobs and increased income for pastoralists and their communities. Improved nutrition of the population Increased knowledge transfer and enhanced capacities	Loss of economic services previously provided by those unemployed (for example, short-term work for their community or household or informal work)

Table 5.8. Example of an NPV Analysis of an Investment in the Pastoral Sector (Cattle-Fattening Farm)

Initial Cost (XOF)	Gains	Working Capital Requirement (XOF)	IRR (%)
28,464,250	Cattle-fattening farm with an integrated system of 3 fattening units of 10 heads. The cattle-fattening farm will be able to produce and sell 10 well-fattened bulls every month.	16,693,034	24

Source: Feasibility study from a project focusing on a cattle-feeding farm in Zagtouli.

12. The sensitive analysis showed that the profitability is zero if the project achieves only 81.5 percent of the revenue forecasted. All things being equal, the project's profitability is also zero when there is a 30.2 percent increase in the cost of raw materials and related supplies.

V. Intervention (under Component 2) to Improve Connectivity through Road Investments

13. Transportation and connectivity continue to be a major challenge in the region. Most of the population is currently confined to a subsistence economy in part due to the inaccessibility of most roads, especially during the rainy season. Thus, roads can play a catalytic role in improving mobility, promoting trade, optimizing development, facilitating access to markets, and creating an enabling environment for business and investments. The project will improve accessibility to rural areas by constructing and rehabilitating community access roads, footpaths, culverts, and small bridges.

⁶⁸ For example, community storage facilities, veterinary clinics, livestock markets, and vaccination facilities.

⁶⁹ For example, animals, reproductive nuclei, livestock feed, and veterinary products.



Table 5.9. Benefits and Challenges of Road-Related Project Activities

Positive	Negative
<p>Improved (that is, cheaper and faster) transportation of people and commodities (for example, agro-sylvo products) to and from the project areas. This enhances access to markets, facilitating trade and boosting sales.</p> <p>In Burkina Faso, before the completion of the road, a car travels at an average speed of 20–30 km/h to travel 100 km; after completion, the same car will travel at an average speed of 80–90 km/h to travel 100 km.⁷⁰ In Niger, the beneficiary is estimated to save XOF 40 per km of road constructed.⁷¹</p> <p>Reduction of transportation costs, including extending vehicle life (up to twice as much in Niger⁷²) and fuel savings of XOF 119 for a 100 km trip (in Burkina Faso)</p> <p>Better access to socioeconomic services and community facilities, such as health centers and schools, and so on</p> <p>Creation of job opportunities and increased income for the local community (for example, LIPW)</p> <p>Provision of markets for locally available resources needed for road construction</p> <p>Reduced road accidents and reduced dust as opposed to cases of unpaved, rugged roads (with many potholes), and so on</p> <p>Increased presence of government due to improved regional and intercommunity connections</p>	<p>Potential increase in pollution and disruption to wildlife from increased traffic</p> <p>Increased difficulty tackling epidemics/diseases and crime/smuggling due to easier, increased movement of people</p> <p>Clearances of vegetation and soil erosion concerns arising from road construction</p> <p>Resettlement and property damage of households living in near new roads</p>

Table 5.10. Example of an NPV Analysis of a Typical Road Investment

Initial Cost (XOF/km)	Gains	Maintenance Cost (XOF/km/year)	IRR (%)
2,000,000	A beneficiary can save XOF 40 per km of section. The beneficiary target group is calculated based on an average of 1% of the estimated 637 inhabitants per week, especially on market days.	1 000	60

Source: Economic and financial analysis of PROLAC (P161706).

14. The improved roads will build on existing networks to form a grid that will increase people's access to agricultural and pastoral production areas, basic services (schools and health centers), points of sale, and local administration. The project will support the opening-up of the region, which is expected to yield significant production surplus, stimulate agro-pastoral production/sales, and support poverty alleviation.

⁷⁰ Study carried out in the region of Bassiéry by the ISL Ingénierie/bureau d'études IFEC. The study was co-commissioned by the Ministry of Water and Sanitation of Burkina Faso.

⁷¹ Based on PROLAC (P161706) PAD.

⁷² Based on PROLAC (P161706).

**VI. Interventions (under Component 1 and Component 2) Involving LIPW Activities**

15. Certain aforementioned project interventions (II–V) relating to water, agriculture, pastoralism, and roads, as well as environmental protection and restoration work, will be undertaken using the LIPW (cash for work) method. LIPW beneficiaries will be selected through a public lottery selection system (50 percent will be women). According to the International Labour Organization, LIPW activities directly increase the income of project beneficiaries and will also give a short-term boost to the local economy when materials are purchased in local markets. This also alleviates certain security concerns as large quantities of materials will not be transported into these insecure areas. In addition to creating jobs, the activities will improve food security and support a redistribution of income and tasks within households. Serving as a direct monetary injection, this can stimulate local consumption and markets (for example, for food products, plows, motorcycles, and bicycles), support human capital investments (schools and health care), reduce out-migration, and develop production and trade channels of the regional economy of Liptako-Gourma. In particular, the application of the high-intensity labor technique in roads construction has advantages over the high-intensity equipment technique as it (a) costs 30 percent less; (b) spends 50 percent more on local resources; (c) spends almost twice as much on local wages; and (d) promotes employment of unskilled labor.⁷³

Table 5.11. Summary Table of the Overall Cost of LIPW Investments by Country (XOF)

	Burkina Faso	Mali	Niger
Estimated overall cost of LIPW investments	1,561,000,000	1st year: 318,754,221	4,905,000,000
Income distributed to unskilled labor (assuming 50% of the cost of the investment)	780,500,000	1st year: 159,377,111	2,452,500 000

16. Through LIPW activities, it is estimated that the project will inject funds of over XOF 780.5 million directly to benefit the poorest households (unskilled labor) in Burkina Faso, over XOF 2.4 billion in Niger, and around XOF 160 million (in the first year of implementation) in Mali.

VII. Conclusion

17. The analysis of the various interventions suggests that the economic benefits of the project interventions are expected to exceed costs, which will lead to a positive NPV. The profitability assessment of specific project investments (related to water, agriculture, pastoral, and roadworks) also shows promising profitability levels, beyond the selected discount rate of 10 percent (rendering NPV always positive). Effective project implementation would also accrue significant economic gains from reducing violence and conflict in the region and directly boost incomes of the poorest and the most vulnerable through LIPW. This is notwithstanding the less quantifiable, but no less important, socioeconomic benefits of the project—such as strengthening of citizen engagement; social cohesion; and inclusion of women, youth, and displaced persons—that were not included in this analysis.

⁷³ This is based on a Comparative Study of the Economic Efficiency of Labor-Intensive and Equipment-Intensive Techniques for Secondary Road Construction in Rwanda.

**ANNEX 6: Detailed Component Description**

1. This annex provides an overview of the geographic targeting, the pre-identification of investments, and the process of identifying investments every year in each country. It also provides more details regarding implementation partners and modalities in each country than is provided in the main text of this PAD.

Burkina Faso

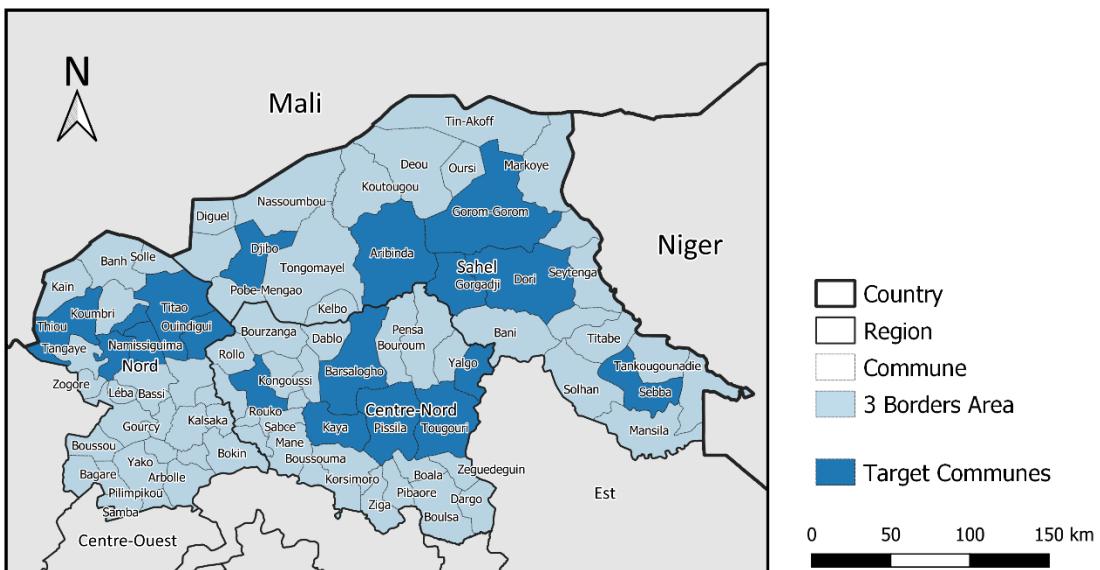
2. **Geographic targeting.** The geographic targeting in Burkina Faso consists of a three-step process with relevant criteria for each administrative level: (a) regions; (b) communes; and (c) villages or sectors.

- (a) **Step 1. Regional level.** At the regional level, the project targets regions in Liptako-Gourma that are part of the Government's PUS. Specifically, the project focuses on three out of the six regions of the PUS: Sahel, Centre-Nord, and Nord. These regions were selected based on (i) the lack of similar national or development partner programs in the region and (ii) the region's large number of IDPs and humanitarian impact from the ongoing conflict. Other PUS regions are being supported by the complementary Emergency Local Development and Fragility Reduction Project (P168401).
- (b) **Step 2. Commune level.** Within the target regions, the project identified a total of 18 communes, which can be updated based on changing security conditions and needs. To ensure equity across target regions, a total of six communes were identified per region: (i) in Sahel: Djibo, Gorom-Gorom, Sebba, Dori, Arbinda, and Gorgadji; (ii) in Nord: Titao, Ouahigouya, Thiou, Ouindigui, Namissiguima, and Barga; and (iii) in Centre-Nord: Kaya, Yalgo, Barsalogho, Pissila, Tougouri, and Kongoussi. The average population per commune consists of about 131,469, ranging from 40,000 to 249,000 people. The criteria for selecting the communes are based on a weighted formula drawing on three indicators: (i) presence of IDPs (10 points); (ii) rural accessibility index (5 points); and (iii) access to safe drinking water (5 points). The formula is applied to all communes in the target regions. In addition, based on an assessment from the ministries in charge of security and defense, communes were categorized by the level of security risk to ensure the project could cover accessible communes.
- (c) **Step 3. Sector and village level.** To enable a community-centered approach, the project will target eligible communities within each target region. To be eligible, villages must be both accessible (see project security risk assessment) to the PIU or at least to local NGOs/specialized agencies and have a population of at least 300 people to ensure minimum economies of scale. Villages and sectors with a population of less than 300 people can join nearby settlements to participate. In total, the project area covers 822 villages and sectors and a population of about 2.3 million people, of which about 29 percent are IDPs.

3. The pre-identified target communes are shown in Map 6.1.



Map 6.1. Pre-identified Target Communes in Burkina Faso



Source: Humanitarian Data Exchange (<https://data.humdata.org/>) spatial datasets in combination with data from the Database of Global Administrative Areas (<https://gadm.org/index.html>).

4. The selected 18 communes will benefit from local investments (Components 1 and 2) totaling US\$112.5 million or an envelope of US\$47 per capita. An indicative financing envelope for these local investments and by communes for Components 1 and 2 is included in Table 6.1.

Table 6.1. Indicative Financing Envelope for Targeted Communes in Burkina Faso

	PLG (Communes)	Population	Allocation of Funds (Components 1 and 2) (US\$)
1	Gorom-Gorom	174,243	8,283,492
2	Dori	193,700	9,208,476
3	Gorgadji	86,127	4,094,468
4	Arbinda	156,602	7,444,841
5	Djibo	249,220	11,847,890
6	Sebba	47,752	2,270,125
7	Yalgo	57,917	2,753,368
8	Tougouri	125,586	5,970,344
9	Kaya	247,132	11,748,627
10	Barsalogo	199,333	9,476,268
11	Pissila	175,275	8,332,553
12	Kongoussi	121,635	5,782,514
13	Titao	124,165	5,902,790
14	Ouindigui	40,288	1,915,287
15	Ouahigouya	202,150	9,610,188
16	Thiou	71,954	3,420,685
17	Namissiguima	50,302	2,391,351



	PLG (Communes)	Population	Allocation of Funds (Components 1 and 2) (US\$)
18	Barga	43,053	2,046,735
	TOTAL	2,366,434	112,500,000

5. **Identification of investments.** In Year 1, the project will finance a list of pre-identified investments to enable a rapid response to the crisis while building local capacity and establishing the enabling environment for a community-centered approach. The list of investments is based on the Government's national emergency program (PUS), which was consolidated with the participation of local governments, community representatives, and local NGOs/CBOs through RCCs. Before their approval, the list of selected investments will be shared and must be endorsed by both commune councils and CDCs (that is, VDCs in rural areas and CBOs in urban sectors). The list of investments must be aligned with commune development plans and in total must not exceed US\$30 million. An indicative list of investments by component is as follows:

Table 6.2. Indicative List of Investments for Burkina Faso

Activities	Estimated Amount (XOF)	Estimated (US\$)	Implementation Partners
TOTAL GENERAL	16,766,666,659	30,000,000	
Component 1: Resilient and inclusive recovery of conflict-affected communities	5,946,590,343	10,703,863	
Subcomponent 1a: Basic livelihood support and income-generating activities	1,830,112,741	3,294,203	
Provision of agricultural inputs such as seeds of local staple crops (maize, sorghum, beans, and peas), fertilizer (such as nitrogen, phosphorus, and potassium and urea), and manual tools, with an emphasis on climate-smart agricultural practices (for example, by prioritizing drought-resistant crops)	128,837,941	231,908	Decentralized technical structures of the Ministry of Agriculture, Hydraulic Developments and Mechanization (MAAHM)
Relaunch of livestock activities, including repopulation by providing livestock kits and providing feed to farmers and herders (for sheep, goats, and cattle)	702,999,800	1,265,400	Deconcentrated technical structures of the Ministry of Animal and Fish Resources (MRAH)
Provision of extension services to farmers and pastoralists, such as short training courses (for example, on climate-resilient practices), including e-extension services where feasible	468,000,000	842,400	Deconcentrated technical structures of MAAHM and MRAH
Support for agriculture (such as poultry farming, aquaculture, and fishing)	282,500,000	508,500	Deconcentrated technical structures of MRAH



Activities	Estimated Amount (XOF)	Estimated (US\$)	Implementation Partners
LIPW-related activities on environmental protection, restoration, and pasture regeneration	105,775,000	190,395	Deconcentrated technical structures of the Ministry of the Environment, Green Economy, and Climate Change (MEEVCC) and MRAH
Targeted LIPW activities related to soil preservation and small water and sanitation infrastructure to strengthen social cohesion at the community level while supporting the mobilization of socially excluded groups and income generation (this activity will finance wages)	142,000,000	255,600	Deconcentrated technical structures of MEEVCC, Ministry of Women, National Solidarity, Family and Humanitarian Action (MFSNFAH), Ministry of Territorial Administration and Decentralization (MATD), MAAHM, and MRAH ⁷⁴
Subcomponent 1b: Delivery of household goods and small-scale infrastructure works in crisis-affected regions	4,116,477,602	7,409,660	
Delivery of household goods, such as medicines	303,500,000	546,300	Deconcentrated technical structures of MFSNFAH, MATD, MAAHM, Ministry of Health, and MRAH and Permanent Secretariat of the National Emergency Relief and Rehabilitation Council (SP/CONASUR)
Providing communities with basic necessities including, for example, essential household supplies such as solar lighting, rainwater collection kits, kitchen utensils, mosquito nets, plastic carpets, blankets, hygiene kits and other basic necessities	862,100,000	1,551,780	Deconcentrated technical structures of MFSNFAH and SP/CONASUR
Rehabilitation and construction of water and sanitation structures	1,000,000,000	1,800,000	Deconcentrated technical structures of the Ministry of Water and Sanitation (MEA)

⁷⁴ Ministry de Administration Territorial.



Activities	Estimated Amount (XOF)	Estimated (US\$)	Implementation Partners
Rehabilitation of small-scale socioeconomic infrastructure	1,750,877,602	3,151,580	Deconcentrated technical structures of MINEFID, MAAHM, MRAH, and Ministry of Industry, Trade and Crafts (MICA)
Support for education (distribution of school supplies, support for school canteens, and so on)	200,000,000	360,000	Decentralized technical structures of the Ministry of National Education, Literacy and Promotion of National Languages (MENAPLN)
Component 2: Transitional support towards stabilization and territorial development of communities	10,820,076,316	19,296,137	
Subcomponent 2a: Access to resilient socioeconomic infrastructure and services	8,324,798,396	14,804,637	
Rehabilitation of the community access road and the construction or rehabilitation of trails, culverts, and small bridges	1,328,000,000	2,390,400	Deconcentrated technical structures of the Ministry of Infrastructure and Development
Rehabilitation and cleaning of drainage channels	833,000,000	1,499,400	Deconcentrated technical structures of the MEA, National Water and Sanitation Office (ONEA), and so on
Rehabilitation of local electrical installations (including the promotion of solar energy)	100,000,000	180,000	Deconcentrated technical structures of the Ministry of Energy, Mines and Quarries
Rehabilitation and support for primary and secondary schools and provision of equipment	741,520,000	1,334,736	Decentralized technical structures of MENAPLN
Rehabilitation and equipment of health centers and provision of essential medicines	976,880,478	1,758,385	Deconcentrated technical structures of the Ministry of Health
Construction, improvement, rehabilitation, and/or expansion of small-scale water systems (drilling with manual or solar pumping and fire hydrants) and sanitation systems (domestic latrines - improved types of ventilated pit or flush toilets and sanitation facilities)	2,244,370,000	4,039,866	Deconcentrated technical structures of the MEA, ONEA, and so on



Activities	Estimated Amount (XOF)	Estimated (US\$)	Implementation Partners
Construction of needs-appropriate water collection and storage facilities and catchment infrastructure (to improve surface and below-surface storage, such as watersheds, ponds, and aquifer recharge measures, as well as for capture, such as shallow wells)	882,002,920	1,587,605	Deconcentrated technical structures of MAAHM and MRAH
Mobile courts for the delivery of identification and civil status documents to IDPs and host populations	100,000,000	180,000	Deconcentrated technical structures of MATD, Ministry of Security, National Identification Office, and so on
Improving the productivity of environmental and natural resources (and thus sustainable livelihoods), including slowing down the degradation of fragile forest, rangeland, and agricultural land ecosystems; supporting soil and water conservation through biological and physical activities on farms and communal lands; and establishing and managing nurseries	124,800,000	224,640	Deconcentrated technical structures of the MEEVCC of MAAHM and MRAH
Subcomponent 2b. Resilient livelihoods and local economic development interventions	2,495,277,920	4,491,500	
Construction and rehabilitation work, such as community storage facilities, existing veterinary clinics, water troughs, livestock treatment facilities, vaccination facilities, and livestock markets	1,101,027,918	1,981,850	Deconcentrated technical structures of MAAHM and MRAH
Modernization and/or rehabilitation of community buildings and/or markets, particularly markets with a strong regional vocation	900,000,000	1,620,000	Deconcentrated technical structures of MINEFID and MICA
Training and support for businesses and skills development for women and young people	1,388,475,000	2,499,255	Deconcentrated technical structures of MICA, MAAHM, and MRAH
The development of territorial development plans at the community group level to engage collectives in larger-scale subsistence activities in target regions and to support planning and management of future livelihood opportunities	100,000,000	180,000	Deconcentrated technical structures of MINEFID, MICA, MAAHM, and MRAH

6. In subsequent years (years 2–5), planning will be based on a community-centered approach to identify priorities under both Components 1 and 2 and Subcomponent 3c. Under Component 1, eligible communities will be able to select from a closed menu of investments to address emergency needs. These investments are designed to facilitate rapid implementation and thereby mitigate security risks for the project. Under Component 2, communities will be able to choose from an open menu of investments and can join resources to support larger inter-village or inter-sector investments. Under Subcomponent 3c,



social cohesion activities will be identified with the communities and prioritized in the LDPs. Participating communes will receive support from FPs, which will support target communities in the development of village or sector development plans, which will inform and help update annual investment plans and commune development plans. The selected investments will be aligned with existing local planning systems. While the community—together with the local governments—will play a role in identifying and prioritizing the investments (under Components 1 and 2 and Subcomponent 3c), the PIU will undertake the overall responsibility of implementation.

7. **Implementation of investments.** The modalities for implementation vary based on security conditions and the types and complexity of investments. The PIU, in coordination with the RAs/DREP, will be responsible for procurement and management of funds for most project investments, except for investments of less than US\$60,000, where the PIU will delegate implementation to commune governments, subject to an annual fiduciary assessment. Two possible options for subproject implementation are (a) commune government procurement and management of funds and (b) commune government procurement, yet PIU management of funds with direct payment to contractors. The project will provide TA to commune governments, under the supervision by RAs/DREP. Given the security challenges in the project implementation areas, the PIUs will transfer funds to local authorities based on documentation that will be specified in FM Manuals for payment of service providers and suppliers.

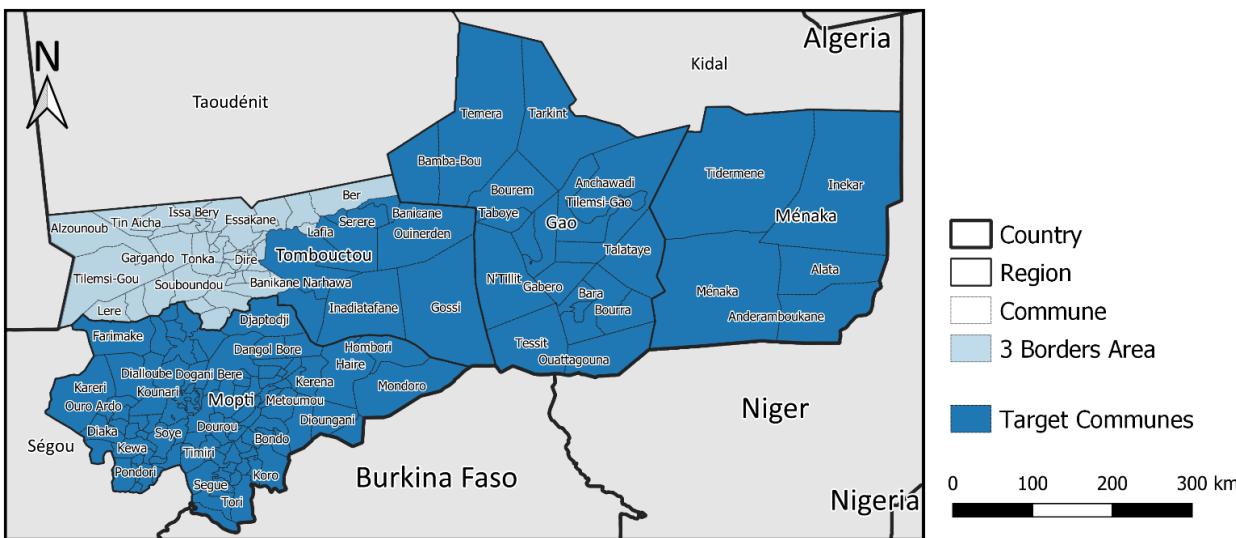
8. **Coordination for Subcomponent 3a.** The national PIU will coordinate with LGA by having a KMP officer who is the designated focal point for the KMP activities. In addition, Burkina Faso will form part of the RCC, established to provide implementation oversight of the regional program. As a member of the RCC, the PIU within the DGDT will preside over the committee for one year and assume its secretariat functions. The presidency of RCC will rotate among all national PIUs and will be assisted by LGA.

Mali

9. **Geographic targeting.** The geographic targeting in Mali will comprise communes of the three border areas, the Mopti, Gao, Ménaka, Toumbouctou, Douentza, and Bandiagara regions—a total of 146 communes. These pre-identified target communes are shown in Map 6.2. The selection of the geographic area to cover is based on a combination of factors including proximity to the border areas of Burkina Faso and Niger, geographic continuity of the intervention area, and the number of IDPs in these areas. The security mapping to be carried out at project launch to define security zones at the community level (sub-commune level) will determine which areas will be covered by Component 1 activities (orange zones) and Component 2 activities (yellow zones). The security map will be updated on an annual basis, and some areas will likely transition between the different zones and hence intervention types during project implementation. Details on the security mapping and transitioning between Component 1 and Component 2 arrangements and interventions will be provided in the PIM.



Map 6.2. Pre-identified Target Communes in Mali



Source: Humanitarian Data Exchange (<https://data.humdata.org/>) spatial datasets in combination with *data from the Database of Global Administrative Areas* (<https://gadm.org/index.html>).

10. In Mali, the project will allocate funds at the cercles level, with a total of 17 cercles selected, comprising a total population of 3.8 million and a per capita envelope of US\$20 for Components 1 and 2. The cercle is the territorial administration between the communes and the region; it plays an important role in coordinating investments in the territory and thus has been selected as the unit for funding allocations to broadly align with the territorial divisions of the other two countries. The average cercle population in the targeted project area in Mali is 226,000, and the average commune population in Burkina Faso and Niger in the project area is, respectively, 131,000 and 94,000. The planning and monitoring process for local investment planning in Mali will be adapted accordingly. The funds allocated to local investments (Components 1 and 2) amount to US\$75 million and the indicative financing envelopes available to each cercle are as follows.

Table 6.3. Indicative Financing Envelopes for Each Targeted Cercle in Mali

	PLG (Cercles)	Population	Allocation of Funds (Components 1 and 2) (US\$)
1	Bourem	124,744	2,430,735
2	Almoustarat	33,981	662,147
3	Ansongo	179,919	3,505,864
4	Gao	326,608	6,364,214
5	Inekar	6,027	117,441
6	Tidermene	9,242	180,088
7	Ménaka	25,196	490,964
8	Anderamboukane	20,009	389,891
9	Youwarou	156,680	3,053,033
10	Bandiagara	462,802	9,018,062
11	Djenné	299,001	5,826,270
12	Bankass	387,229	7,545,462



	PLG (Cercles)	Population	Allocation of Funds (Components 1 and 2) (US\$)
13	Koro	536,443	10,453,015
14	Douentza	356,453	6,945,768
15	Ténenkou	235,363	4,586,234
16	Mopti	525,427	10,238,359
17	Gourma-Rharous	163,835	3,192,454
	TOTAL	3,848,959	75,000,000

11. **Identification of investments.** In year 1, a Priority Investment Program established through an assessment of existing LDPs (PDSECs) will be prepared and validated with cercles, communes, and communities. In subsequent years (years 2–5), planning will be based on a community-centered approach to identify priorities under both Components 1 and 2, building on existing local planning systems and adjusting the approach based on the security access conditions and including prioritization criteria to promote geographical clustering of investments and benefiting IDPs and host communities. Participating communes, with support from PIU RAs and the MODs (under Subcomponent 3b), will revise their existing LDPs/PDSECs and have them validated by the respective committees for oversight, monitoring, and coordination of development programs. These coordination committees bring together local government officials, civil society, and representatives of the DTSs at the local government level (CCOCSAD), at the cercle level (CLOCSAD), and at the regional level (CROCSAD) to ensure coherence of proposed investments with sector policies at each level of government.⁷⁵ While the community and the local governments will play a role in identifying and prioritizing the investments (under Components 1 and 2 and Subcomponent 3c), the PIU will undertake the overall responsibility of implementation but delegate execution to service providers (MODs).

12. **Implementation of investments.** The PIU will delegate execution to MODs which will ensure that the project is implemented according to the priorities identified and validated by PLGs and communities, including the first-year Priority Investment Program. Building on the experience of the PRRE, MODs will include National Public Works Agencies (AGETIP,⁷⁶ AGETIER,⁷⁷ or other agencies) for household goods and small-scale infrastructure under Subcomponents 1b and 2a, the FAO for agricultural livelihood activities under Subcomponents 1a and 2b, and NGOs for livelihood interventions, strengthening commune and community capacity for planning and monitoring investments and social cohesion activities under Subcomponents 1a, 2b and 3c.

⁷⁵ Communal/Local/Regional Development Action Steering, Coordination and Monitoring Committee (*Comité Communal/Local/Regional d'Orientation, de Coordination et de Suivi des Actions de Développement*, CCOCSAD/CLOCSAD/CROCSAD)

⁷⁶ Executing Agency for Public Interest Works against Underemployment (*Agence d'Exécution des Travaux d'Intérêt Public contre le sous-emploi*).

⁷⁷ Association for the Management of Infrastructures and Rural Equipment Works (*Agence d'Execution de Travaux d'Infrastructures et d'Equipements Ruraux*).

**Niger**

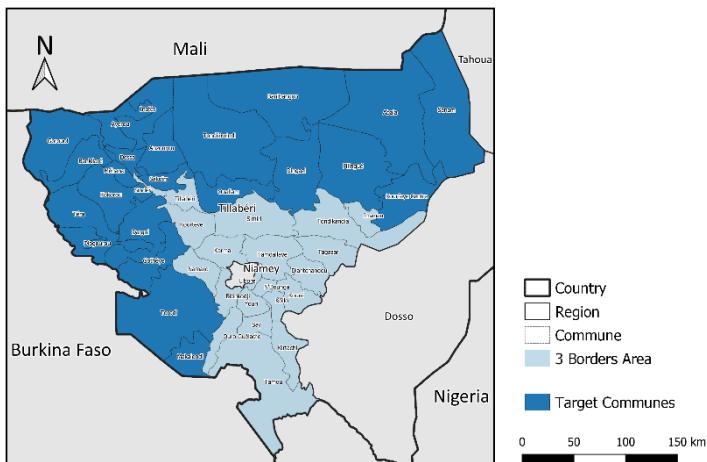
13. **Geographical targeting criteria.** The geographic targeting will comprise communes of the three-border area which includes only the region of Tillabéri in Niger. The following main criteria were used to identify communes within the region of Tillabéri:

- (a) **Regionality (maximum score of 4 points).** To highlight the regionality of the project, the communes of Niger bordering the two borders (Burkina Faso and Mali) were privileged.
- (b) **The incidence of IDPs (maximum score of 7 points).** This indicator is linked to new emergencies and remains very volatile. It measures the ratio of the total number of IDPs divided by the total population of the host commune. Data on IDPs are collected by the ministry in charge of humanitarian action once a crisis is reported in a given commune. The data used in this exercise are from November 2020.
- (c) **The Rural Accessibility Index (maximum score of 4 points).** This criterion is calculated and updated annually by the Ministry of Public Works. It represents the rate of the population living within a radius of 2 km of a road that is passable in all seasons (the data that have been used are from 2019).
- (d) **Access to drinking water (maximum score of 5 points).** This criterion measures the number of inhabitants with access to functional drinking water delivery points in relation to the total population of the urban area during the same observation period. It is calculated each year by the ministry in charge of hydraulics (the data that have been used are from 2019).

14. **Pre-identified communes.** These four criteria represented 20 points, and the total was weighted by the level of security risk, which is an indicator that enables the categorization of communes according to the degree of security and fragility risks. Based on these four criteria, a total of 24 communes have been retained. The retained communes by department are as follows: Abala - Abala and Sanam; Ayérou - Ayérou and Inates; Banibangou - Banibangou; Bankilaré - Bankilaré; Gotèye - Gotèye and Dargol; Filingué - Filingué and Kourfey; Ouallam - Ouallam, Tondikiwindi, and Dingazi Banda; Téra - Diagourou, Kokorou, Mehana, Goroual, and Téra; Tillabéri - Anzourou, Désse, Bibiyargou et Sakoira; and Torodi - Makalondi and Torodi. These target communes are shown in Map 6.3. Other or additional communes could be added to this list depending on the deterioration of the security/climate situation which results in higher numbers of IDPs. For intra-communal targeting, communal workshops will be organized and chaired by the prefects of the respective departments in the presence of mayors, communal councilors, traditional chiefs, and departmental and communal technical services. Project sites will also be georeferenced following the already existing georeferenced system of the PIU SE-SDS in Niger.



Map 6.3. Pre-identified Target Communes in Niger



Source: Humanitarian Data Exchange (<https://data.humdata.org/>) spatial datasets in combination with data from the Database of Global Administrative Areas (<https://gadm.org/index.html>).

15. In Niger, the project will support interventions in 24 communes comprising a population of approximately 1.9 million. The funds allocated to local investments (Components 1 and 2) amount to US\$76.6 million or an overall envelope of US\$40 per capita. Examples of indicative resource envelopes available to each PLG for Components 1 and 2 are shown in Table 6.4. These numbers are only estimations based on the number of populations; exact amounts and the allocation model will be confirmed in the PIM. The allocation model that will be presented in the PIM will also include more criteria than simply the population by commune to determine the allocation of funds to each PLG.

Table 6.4. Indicative Financing Envelopes for Each Targeted Commune in Niger

	PLG (Commune)	Population	Allocation of Funds (Components 1 and 2) (US\$)
1	Abala	102,404	4,092,454
2	Déssa	68,734	2,746,872
3	Makalondi	96,396	3,852,351
4	Bankilaré	111,723	4,464,877
5	Diagourou	80,361	3,211,532
6	Inates	27,370	1,093,809
7	Ayérou	45,927	1,835,418
8	Tondikiwindi	136,668	5,461,774
9	Banibangou	91,607	3,660,965
10	Sanam	102,324	4,089,257
11	Goroual	86,229	3,446,039
12	Dargol	193,359	7,727,362
13	Torodi	130,779	5,226,427
14	Téra	97,478	3,895,592
15	Kokorou	125,767	5,026,128
16	Mehana	53,059	2,120,440



	PLG (Commune)	Population	Allocation of Funds (Components 1 and 2) (US\$)
17	Imanan/Kourfey Centre	46,734	1,867,669
18	Ouallam	70,878	2,832,555
19	Gotheye	112,653	4,502,043
20	Filingué	96,248	3,846,437
21	Anzourou	31,564	1,261,417
22	Bibiyargou	2,895	111,695
23	Sakoira	4,790	191,427
24	Dingazi Banda	2,012	80,407
	TOTAL	1,917,959	76,644,946

16. **Identification of activities.** Activities will be identified based on the following criteria in Niger: (a) activity proposed by a target commune; (b) activity consistent with the Commune Development Plan and the Annual Investment Plan of the municipality; (c) consideration of accessibility and the security situation (thus how feasible the project implementation is); and (d) coordination with other WBG programs and the activities of humanitarian and development partners to ensure synergy and complementarity.

17. **Identified activities.** The following categories of activities in Niger, as well as the estimated amount and potential implementation partners, have been pre-identified:

Table 6.5. Pre-identified Categories of Activities in Niger

Activities	Estimated Amounts (US\$, million)	Partners
Component 1: Resilient and inclusive recovery of conflict-affected communities		
<i>Subcomponent 1a: Basic livelihood support and income-generating activities</i>		
Support for agriculture livelihoods (agricultural advice, improved seed distribution, fertilizers, and semi-automated agricultural equipment)	4.0	NGOs, development associations, and collectives
Support for setting up breeding boxes, aviculture, and aquaculture/fishing	2.5	NGOs, development associations, and communities
Targeted support for IDP households and host communities to carry out income-generating activities	1.5	Service providers and collectives
Rehabilitation and construction of water and sanitation works (latrines, showers, and so on)	4.0	Service providers and collectives
Environmental protection and restoration work	2.0	Service providers, DTSS and collectives
<i>Subcomponent 1b: Delivery of household goods and small-scale infrastructure works in crisis-affected regions</i>		
Support of household supplies to communities (including shelters, kitchen utensils, blankets, hygiene kits, solar power plants, and so on)	1.0	NGOs, development associations, and collectives
Support for health care and distribution of basic medicines	1.5	NGOs, collectives, and DTSS
Support for education (distribution of school supplies, support for school canteens, and so on)	1.5	NGOs, collectives, and DTSS



Activities	Estimated Amounts (US\$, million)	Partners
Component 2: Transitional support towards stabilization and territorial development of communities		
<i>Subcomponent 2a: Access to resilient socio-economic infrastructure and services</i>		
Rehabilitation and/or construction of school infrastructure and equipment (classrooms, fence wall, latrines, bench tables, drinking water supply, and so on)	10.4	DTSSs, service providers, and collectives
Rehabilitation, construction, and/or transformation of sanitary infrastructure (equipment, housing, consulting room, fences, latrines, electrification, water, and so on)	7.2	DTSSs, service providers, and collectives
Rehabilitation and/or construction of commercial infrastructure in particular community markets with strong regional influence (community shops, hangars, offices, sorting space, sanitation, and so on)	4.0	DTSSs, service providers, and collectives
Rehabilitation, construction, and extension of the water supply works	7.3	Service providers, enterprises, and collectives
Rehabilitation and construction of infrastructure to strengthen the state's presence (territorial administration and technical services)	5.0	State, service providers, businesses, and collectives
Rehabilitation of rural roads (from Téra-Taka Trail in Niger to Hyga in Burkina Faso and to Sebba - 95 km - and others)	9.2	DTSSs, service providers, and collectives
Promoting rural electricity through renewable energy sources (solar)	3.0	DTSSs, service providers, enterprises, and collectives
<i>Subcomponent 2b. Resilient livelihoods and local economic development interventions</i>		
Support for pastoralism (vaccination parks, pastoral hydraulics, slaughter area, livestock feed, passage corridor, vaccination pasture area, veterinary mobile clinic, and so on)	4.3	DTSSs, service providers, and collectives
Strengthening the agro-sylvo-pastoral and fisheries sectors	4.0	National and regional sectoral networks, DTSSs and service providers
Promotion of small community irrigated perimeters (gardening, rice farming, and so on)	3.0	DTSSs, service providers, and collectives
Support for the development of community and individual nurseries and the promotion of reforestation	2.0	DTSSs, service providers, and collectives
Environmental protection and restoration work	6.0	DTSSs, service providers, and collectives
Construction and rehabilitation of structures (dikes and mini dams) to protect agricultural land and housing from floods	2.0	DTSSs, service providers, and collectives
Component 3: Regional dialogue, coordination and data and capacity building		
<i>Subcomponent 3b: National capacity building for regional collaboration</i>		
Technical and financial support in research action at the University of Tillabéri, Niamey, and research institutes (Lasdel, Institut National de la Recherche Agricole du Niger, and so on)	3.0	PIU, universities, and research institutions
Financial and technical assistance to national agencies, research institutes, and universities to participate in the regional database	1.0	PIU
Scholarship program for young researchers and young professionals and trainees, including at least 50% of women	0.4	Universities and research institutions
Data collection for the knowledge-sharing platform	0.3	PIU and universities



Activities	Estimated Amounts (US\$, million)	Partners
Study trips and participation in discussions of the regional knowledge platform, including pre-events at the national level	0.3	PIU, universities, collectives, DTSs, and NGOs
<i>Subcomponent 3c: Local-level capacity building, citizen engagement, and social inclusion</i>		
Support for municipalities in the revision of development plans and AIPs	1.0	DTSs and service providers
Support for municipalities in the development and monitoring of the implementation of the participatory budget	0.5	DTSs and service providers
Support for municipalities in the implementation of the AIPs and the local water and sanitation plans	0.5	DTSs, service providers, and collectives
Building the capacity of local elected officials	0.5	DTSs, service providers, and collectives
Support for the organization of activities to strengthen social cohesion (sociocultural activities, community celebrations, citizen forums, caravans, and so on)	0.5	DTSs, NGOs, CSOs, and institutions
Creating and/or strengthening existing communal committees and training them on various topics related to citizen engagement	1.0	State, institutes, NGOs, CSOs, and collectives
Organization of forums on intercommunity dialogue and concerted management of natural resources	0.5	DTSs, research institutes, NGOs, CSOs, and collectives
Psychosocial support for victims of GBV	0.5	NGOs, collectives, and DTSs

18. **Subcomponent 3a.** For Subcomponent 3a, the PIU will closely collaborate with LGA and the other three countries. The PIU experts that will ensure regular coordination are the national and the deputy national coordinators and the governance and knowledge management expert and the communications expert.

19. **Identification of investments for each year.** The process of identifying concrete investments every year will follow a certain number of principles and an approach linked to the different components of the project. Also, for a better selection of project investments, a certain number of principles will be respected in relation to national policies and strategies and WBG project requirements. These include (a) alignment with the strategic and programmatic frameworks of the state and the territorial collectives; (b) demand-driven investment, that is, investment will be identified through a participatory needs assessment; (c) respect for the principle of transfer of competences to local authorities (municipalities and regions); and (d) an annual assessment and participatory programming exercise within the framework of the elaboration of the AWPB for the project.

20. **Implementation of investments.** While the communities and the local governments will play a role in identifying and prioritizing the investments under Components 1 and 2 and Subcomponent 3c by updating LDPs, the PIU (SE-SDS) will undertake the overall responsibility of implementation but delegate execution to service providers (such as technical agencies, NGOs, CSOs, private/local contractors, UN agencies, and so on).



21. The PIU together with the local governments will be responsible for the planning of investments and the monitoring of subproject implementation. Communities will be involved through participatory monitoring mechanisms. The PIU will be responsible for the reassessment of eligible project communes in collaboration with project partners, including communities and local governments.

**ANNEX 7: Description of the Community-Centered Approach**

1. The project proposes to restore the interface between local government and citizens by supporting greater community engagement in local development planning. It works simultaneously with local government and communities to ensure a better match between investments and needs, improve social inclusion and accountability, and restore trust between the government and citizens. This annex presents the general framework for the project's approach to embedding citizen engagement mechanisms in the selection and implementation of investments under Components 1 and 2. The framework will be adapted to each participating country's local governance structures and the local contexts in response to their diverse cultural and linguistic characteristics. Close alignment with existing national and local institutional arrangements will be ensured by building on past experiences and drawing synergies with other ongoing initiatives. Underpinning this approach are three key elements where citizens and communities will play a critical role, building two-way communication channels with governments to restore the social contract and enhance citizens' voices:

- Community consultations, participatory needs assessments, and participatory planning
- Participatory monitoring and supervision (and execution in case of LIPW activities)
- Feedback and grievance mechanisms.

2. The project will launch the community-centered approach in year 1 by setting up the relevant facilitation and support structure to guide investments. To ensure a rapid response to the crisis, year 1 investments will be drawn from a long list of activities identified from local development, sectoral, and emergency plans and assessments carried out by the government and other projects/donors. The list, which has been narrowed through consultations with PLGs, will be validated by target community groups via CDCs. For years 2–5, the project will follow an annual investment cycle whereby the selection of project investments will be mainstreamed through the yearly process of updating LDPs; the project will provide assistance to both local governments and communities to ensure that selected investments respond to community choices and/or priorities. While the community and local governments will play a role in identifying and prioritizing the investments (under Components 1 and 2), the PIUs will be overall responsible for implementation, including through delegating execution to MODs (in the case of Mali) or contracting implementing partners (like NGOs, national agencies, private/local contractors, CSOs, UN agencies, and so on). The PIUs will also partner with local authorities to implement project activities, with arrangements tailored to each component, as needed.

Intervention Types

3. Under Component 1, the project will support post-humanitarian interventions in 'orange zone' areas considered partially insecure. In these less accessible PLGs and communities, the project will support crisis recovery through post-humanitarian investments covering household goods, services, and livelihood-restoring income-generation activities, including LIPWs and small-scale basic community infrastructure. Investments across these locations will comprise subprojects with an identified floor and ceiling (the exact amounts will be described in more detail in the PIMs; estimates could include a floor of US\$10,000 and a ceiling of up to US\$40,000). In 'red zones' which are considered highly insecure, project activities will not be carried out or will be suspended.



4. Under Component 2, the project will support territorial and community development interventions in ‘yellow zones’ which are areas assessed to be relatively secure. In these PLGs and communities, the project will support stabilization-to-development transition and territorial economic development and will seek to cluster its investments. It will target IDPs/refugees and host communities with a focus on preventing the resurgence of conflict.

5. Under Subcomponent 3c, the project will support selected youth mobilization, social inclusion, and social cohesion activities to ensure the priorities of youth, women, and disadvantaged groups are adequately considered in potential investment opportunities as part of the LDPs.

Box 7.1. Principles Underpinning the Project’s Community-Centered Development Approach

- (a) **Localized decision-making.** The project facilitates community members’ participation through identifying issues that affect them and in making decisions regarding interventions that address these problems with support from local governments and DTSS.
- (b) **Empowerment.** The project focuses on building the capacities of the communities and municipal authorities in analyzing local development challenges and designing and implementing appropriate interventions
- (c) **Transparency.** The project promotes transparency in all its processes and procedures. Citizen engagement mechanisms, such as community monitoring and GRMs, will enhance transparency through all project interventions. Access to information on the project interventions will be an important feature allowing community members, municipal authorities, and other relevant stakeholders to be informed throughout the project implementation.
- (d) **Inclusion and participation.** The project will promote social inclusion through specific citizen engagement mechanisms such as consultations, GRM as well as community monitoring to engage all community members—including women, youths, children, poor households, IDPs, persons with disabilities, and other marginalized groups—to participate in the project implementation and monitoring processes.
- (e) **Demand-driven.** The sub-projects will be identified through intensive community-based participatory processes in alignment with LDPs and sectoral development plans.
- (f) **Simplicity.** The project underscores simplicity in all procedures to promote better understanding and effective participation by all stakeholders, facilitate learning, and allow for strong adherence by all citizens in participating communities including the most vulnerable groups.
- (g) **Sustainability.** The subprojects have viable plans and are fully owned by the communities to enhance sustainability. Through capacity building, the project will help municipalities and communities develop the skills, mechanisms, and procedures needed to continue to deliver intended benefits beyond the project life while maintaining citizen participation.
- (h) **Conflict sensitivity.** The project will consider the context in which it is operating, in particular, to understand local dynamics and inter-group tensions as well as the divisive issues that can potentially escalate to a conflict. Mitigating measures will include means to build on community coping, and resilience mechanisms will be identified to strengthen social cohesion and peacebuilding initiatives.
- (i) **Reinforcing country systems.** The project will build on existing national institutional arrangements at the community, local, regional, and national levels, while deepening areas related to participatory processes, inclusion, and accountability. Local planning and implementation of project investments will be in line with the national processes for local planning through the Commune Development Plans and AIPs.



Allocation of Funds

6. **Local investment funds are allocated in annual envelopes.** The overall pool of funds available for local investments (Components 1 and 2) will be divided in annual envelopes for four allocation cycles (2021–2025). A final fifth allocation cycle will cover residual funding to enable the timely conclusion of activities before project closure.

Table 7.1. Estimated Annual Envelope of Funds for Local Investments - Components 1 and 2 (US\$, million)

Country	Total Funds Available for Local Investments	Cycle 1	Cycle 2	Cycle 3	Cycle 4	Cycle 5
Burkina	112.5	30	31	31.5	20	TBD
Mali	75	10	17	25	23	TBD
Niger	75	10	17	25	23	TBD
Planning approach		Pre-identified investments and local validation	Community-centered approach	Community-centered approach	Community-centered approach	Residual funds

7. **Forced displacement-sensitive allocation formula.** The annual pool of funds will be allocated to PLGs based on their total population and number of IDPs. The allocation aims to provide additional resources and support to municipalities experiencing greater impacts of forced displacement. Unused funds due to security conditions will get redistributed to all remaining years of all PLGs. The PIM will detail a negative list of activities that may not be financed under the project.

Institutional Arrangements

8. The project will work with existing institutional structures to the extent possible. At the regional level, an RCC will be established. At the national level, a project NSC or *Comité de Pilotage* (COP) will be established. The NSC's principal functions are to (a) provide the project with overall guidance, (b) facilitate coordination of project operations, and (c) ensure coherence between the project and other government and similar donor-supported programs toward stabilization and recovery. A PIU will be established to assist day-to-day project management responsibilities. The RA of the PIU will be established to ensure close monitoring of project activities.

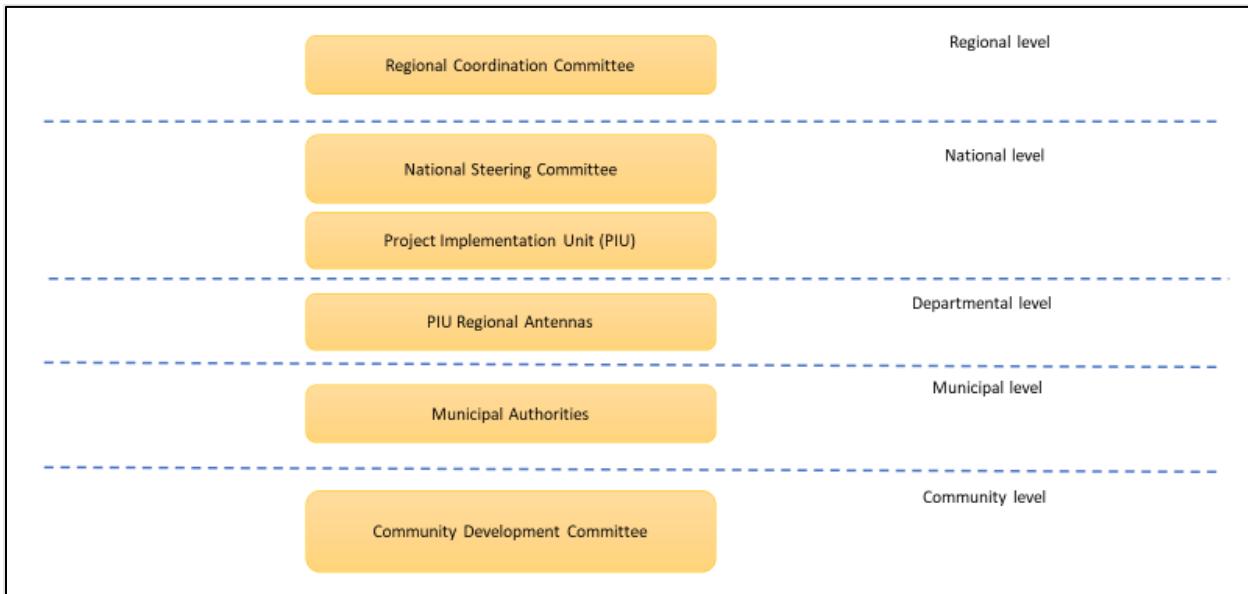
9. At the local government (commune) level, the Municipal Council's Development Committees (MDCs)—comprising both municipal authorities and community representatives—will play an active role in prioritizing investments at the commune level based on community-level proposals. This will feed into the preparation of or revisions to the LDPs. The validation of these LDPs by sector coordination platforms (at the communal and/or regional levels) will help bring together the PLGs, administration, and sector departments and will facilitate an alignment of project investments with the Government, donors, and NGOs' planned/implemented activities.

10. At the community level, the project will work with existing CDCs or support the mobilization of CDCs. These CDCs will be the main conduit for community participation and monitoring and will be responsible for undertaking local planning processes; ensuring inclusion and participation in decision-making of the poorer and more marginalized groups within all development efforts; leading the



participatory community empowerment process, subproject implementation monitoring (together with the PIUs), communication, and outreach; and participating in the GRM. The CDCs will comprise diverse community stakeholders (including vulnerable groups) and support the participation of women, youths, and IDPs.

Figure 7.1. Institutional Arrangements



Facilitating Partners

11. To support implementation of the community-centered approach, FP NGO(s) with the requisite experience and access will be mobilized in each country. The FPs will provide TA and capacity-building support to CDCs, MDCs, and municipal authorities to facilitate the implementation of the community-centered approach. The PIU will contract the FPs who will be responsible for implementing the modalities of the community-centered approach to support both Components 1 and 2, incorporating the peculiarities of operating in partially secure areas. The FPs will be selected based on proven relevant experience especially on the three-borders area in Liptako-Gourma; their capacity to operate at scale and in partnership with the civilian administration and local governments; and demonstration of a keen understanding of the inherent social, conflict, and institutional dynamics that will underpin implementation. The FPs will also be responsible for implementing social cohesion activities and may act as implementation partners for certain community investments, where the government and contractors have more limited access.

12. Key responsibilities of the FPs will include (a) providing capacity support to communities and municipal authorities to carry out (i) community and security mapping processes; (ii) facilitation of planning processes in a conflict-sensitive and inclusive manner (including for women, youth, and people with disabilities) and on climate adaptation; and (iii) participatory M&E including community monitoring, social audit, and GRMs; and (b) facilitating social cohesion activities. The budget for capacity building and facilitation is 10 percent of the total project costs based on comparable projects.



Subproject Cycle

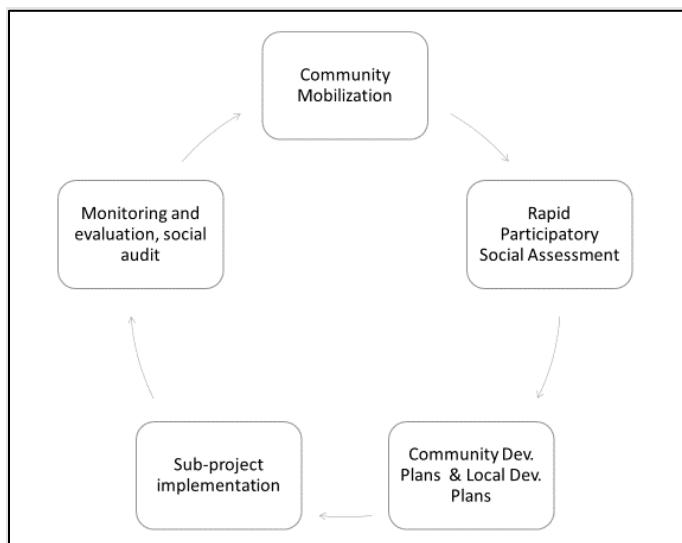
13. The project's community-centered approach aims to restore and strengthen the social contract through a structured process that empowers target communities by providing multiple channels for their engagement with commune governments as part of the annual investment cycle. The steps are as follows:

- (a) **Step 1: Outreach and mobilization.** The FPs will conduct orientation meetings at the commune level and in target rural villages and urban sectors to provide local stakeholders and community members with detailed information about the project. During these meetings, government actors and communities will learn about the project's objectives; the cycle of subproject activities; the specific requirements to include women, youth, displaced persons, and persons with disabilities; the role of community representatives and community committees; the role of local governments (including the approach to procurement); and the social accountability and oversight mechanisms. The FPs will also be responsible for informing communities on the LDPs' processes, prioritization, funding allocations, and implementation results. This will be done through a series of communication campaigns, including local radio, SMS outreach, and community meetings.
- (b) **Step 2: Participatory needs assessment and planning.** Adopting a participatory approach, FPs will recruit and train community development advisors to work with existing CDCs or local leadership as entry points to facilitate focus group discussions aimed at engaging women, the elderly, youth, persons with disabilities, IDPs, and other vulnerable people. The discussions will provide an opportunity for these community groups to identify and prioritize their needs. With the FPs' support, participants will discuss and rank their priorities at community prioritization meetings. The identified priorities will then be included in village development plans, which will feed into AIPs and LDPs, following their endorsement by the commune governments. During their review of the village development plans, the commune governments will ensure that the prioritized subprojects are aligned with district and regional development plans and priorities. To ensure that women's concerns are heard, the project will track and measure the percentage of investments in the priorities identified by women's groups. To ensure the adequate representation of the concerns of youth in the village development plans, the decisions made by youth participants in the focus group discussions will be included in a youth chapter of the plans, with the aim of identifying possible youth-related interventions that are eligible for funding. When identifying and prioritizing possible investments, special attention will be given to intra-community divergences/tensions, local leadership structures, potential drivers and mitigation measures for local conflict, as well as vectors of marginalization and vulnerability. Interventions will be prioritized based on objective criteria, which will be detailed in the PIM, including total expected beneficiaries from excluded groups, addressing needs of conflict-affected areas, territorial development, cross-border links, and the needs of IDPs and host communities. Careful screening of conflict risks while prioritizing project investments (for both Components 1 and 2 and Subcomponent 3c) will be undertaken to address conflict issues like avoiding elite capture, reducing conflict between pastoralists and agriculturists over land and water, and avoiding exclusion of social groups from accessing services. LDPs will also be aligned with the sector administration plans and other agencies' plans and sources of funding avoid duplication of investments. Investments that contribute directly and demonstrably to climate change mitigation and/or adaptation or a better management of natural resources will be encouraged (with a goal of 65 percent of Components 1 and 2 activities matching this definition).



- (c) **Step 3: Subproject development.** The commune governments, together with the PIUs, will check the feasibility of the proposed subproject against their allocated funding amount for each cycle and the LDPs. The commune governments will work with CDCs to develop the subproject proposal and request support from RA engineers to carry out feasibility checks and the detailed design. Some of the engineering and technical support functions can be delegated from the RAs to the technical FPs. The commune governments will also work closely with the PIUs on the development of the subproject design, including addressing any safeguard requirements. The PIUs—which are overall responsible for implementation—will prepare the technical designs and tender packages in accordance with regulations, utilizing relevant standard government designs as appropriate and delegating procurement functions to commune governments or other implementing partners subject to fiduciary assessment and based on the type of investments, as will be detailed in the PIM. For water supply and sanitation investments, the PIUs will also check the subproject proposal against the master plans and expansion plans of the water utilities operating in the area and ensure that the subproject designs meet appropriate technical standards (including universal design and climate-resilient infrastructure).

Figure 7.2. Subproject Cycle



- (d) **Step 4: Subproject implementation.** Implementation modalities will depend on intervention type and build on existing effective preparation and delivery mechanisms. The PIUs will be overall responsible for implementation through contracting implementing partners (like NGOs, national agencies, private/local contractors, CSOs, UN agencies, and so on). The PIUs will also partner with local authorities to implement project activities, with arrangements tailored to each component, as needed. These will be different based on established mechanisms in each participating country.
- (e) **Step 5: Community monitoring and feedback mechanisms.** During the implementation of the subprojects, two focal points (one man and one woman) within the CDCs will gather feedback from community members, including IDPs and other marginalized groups, and transfer the information/feedback to the CDCs and MDCs to ensure the timely implementation of corrective measures and thereby close the feedback loop with community members. Community monitoring of the subproject implementation will reinforce communities' ownership, build trust, and increase transparency. At the end of each annual cycle, a social audit will be carried out by the beneficiary



communities facilitated by the CDCs to involve the broader communities in assessing subproject implementation, satisfaction, and feedback.

- (f) **Step 6: Participatory O&M.** During subproject implementation, communities will be mobilized through CDCs to form committees that will supplement the O&M provided by communes and/or relevant line ministries. These O&M committees will work to ensure the effective management and sustainability of community investments following the completion of subprojects. For relevant subprojects (defined in the PIM), an O&M subcommittee will establish the necessary community maintenance fund through voluntary or in-kind contributions. Minor repairs will be undertaken by the community, while more major repairs and maintenance will be undertaken by the relevant government department at the commune or regional level. FPs and PIU RA engineers will conduct O&M training for communities under Subcomponent 3c.

Labor Intensive Public Works

14. Where feasible, investments under Components 1 and 2 will be implemented using an LIPW approach. Beneficiaries of LIPW activities will be selected through a public lottery selection system. Recruitment will be widely advertised. All persons who would like to participate in the lottery for LIPW activities can register, subject to certain limits like distance to subproject sites, previous unemployment, one individual per household, and so on. Names drawn will then be written on two lists by gender, to ensure 50 percent of beneficiaries are female. This will promote a transparent, fair, and equal chance for all citizens to benefit from the project. This is especially vital in a context where trust in the Government is low and social capital is weak. The LIPW method is expected to enable the project to target the poor and vulnerable people while also showing that a large unskilled labor force can accomplish a lot and local communities can quickly and efficiently mobilize for many types of basic works. These activities will be accompanied by men's sensitization and engagement interventions to ensure a broader understanding and support of women's participation in these activities, so as not to create conflicts at the household level.

Community-Centered Approach in Mali

15. In Mali, a community-centered approach will be embedded in local planning systems through the LDPs/PDSECs which are elaborated every five years by municipal authorities. Building on the successful experience of the WBG-financed Emergency Recovery and Reconstruction Project (P144442), the proposed project will support the preparation or updating of the PDSECs with deepened participatory processes to support greater inclusion and engagement by establishing CDCs at the sub-municipal level. Close coordination with sectoral interventions will be ensured with the respective committees for oversight, monitoring, and coordination of development programs. These committees bring together local government officials, civil society, and representatives of the DTSs of the Central Government and are a core element of Mali's decentralization institutional framework. They are established at the local government level (CCOCSAD), at the cercle level (CLOCSAD), and at the regional level (CROCSAD) to ensure coherence of proposed investments with sector policies at each level of government.⁷⁸

⁷⁸ Communal/Local/Regional Development Action Steering, Coordination and Monitoring Committee (*Comité Communal/Local/Regional d'Orientation, de Coordination et de Suivi des Actions de Développement*, CCOCSAD/ CLOCSAD/ CROCSAD)



16. Subprojects will be implemented by MODs contracted by the PIU. The MODs will be supervised by local authorities, communities, and the PIU's RAs. National works agencies will be recruited as MODs for the infrastructure and services investments on the basis of appropriate selection methods in line with the nature of the project, and subject to meeting eligibility and performance criteria, and fiduciary requirements (possibly AGETIP,⁷⁹ AGETIER,⁸⁰ or others). For livelihoods and income-generating activities, MOD contracts will be established with competent NGOs and UN agencies with a track record of operating in the project area.

Community-Centered Approach in Niger

17. In Niger, the community-centered approach will be embedded in local planning systems through the commune development plan (*Plan de Developpement Communal*) which are elaborated every five years by municipal authorities. The project will support the preparation of updating of the commune development plan with deepened participatory processes to support greater inclusion and engagement by establishing CDCs at the sub-municipal level.

18. Coordination with sectoral interventions will be ensured through close coordination with the respective committees for oversight, monitoring, and coordination of development programs. Subprojects will be implemented by the PIU and its field offices, in close coordination with local authorities and communities.

Community-Centered Approach in Burkina Faso

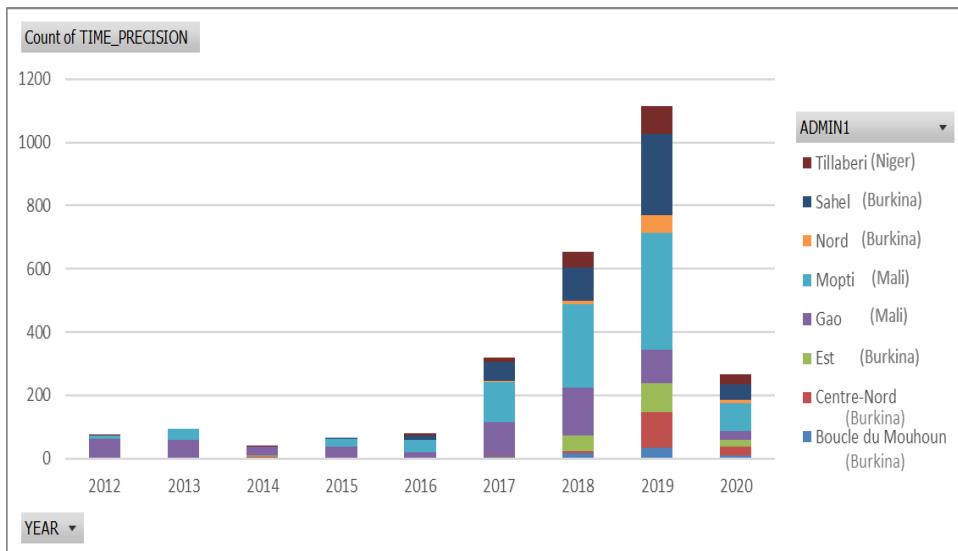
19. In Burkina Faso, the community-centered approach will closely resemble the overall approach described in this annex, with some adjustments to build on existing country systems. Mainly, at the village level, communities will be represented by VDCs, comprising 12 community members and presided by a president, which are elected for a three-year term and tasked with supporting their village's development. VDCs will benefit from capacity building by FPs to submit subproject proposals selected by and on the behalf of communities, which will in turn be approved at the commune level by the Commune Council. In urban areas, the establishment of urban VDCs is being explored, and the details will be outlined in the PIM. The PIU, in coordination with the RAs/DREP, will be responsible for the procurement and management of funds for project investments above US\$60,000. For investments of less than US\$60,000, the PIU will delegate implementation to commune governments, subject to an annual fiduciary assessment. Two possible options for subproject implementation are (a) commune government procurement and management of funds and (b) commune government procurement, yet PIU management of funds with direct payment to contractors. The project will provide TA to commune governments, under the supervision of RAs/DREP. VDCs and other community groups will be empowered and trained to confirm that the facility or infrastructure proposed in tender documents reflects the community's priorities.

⁷⁹ Executing Agency for Public Interest Works Against Underemployment (*Agence d'Exécution des Travaux d'Intérêt Public contre le sous-emploi*)

⁸⁰ Association for the Management of Infrastructures and Rural Equipment Works (*Agence d'Execution de Travaux d'Infrastructures et d'Equipements Ruraux*)

**ANNEX 8: Overview of Security Due Diligence and Operational Security Risk Response Plan****Regional Security Context**

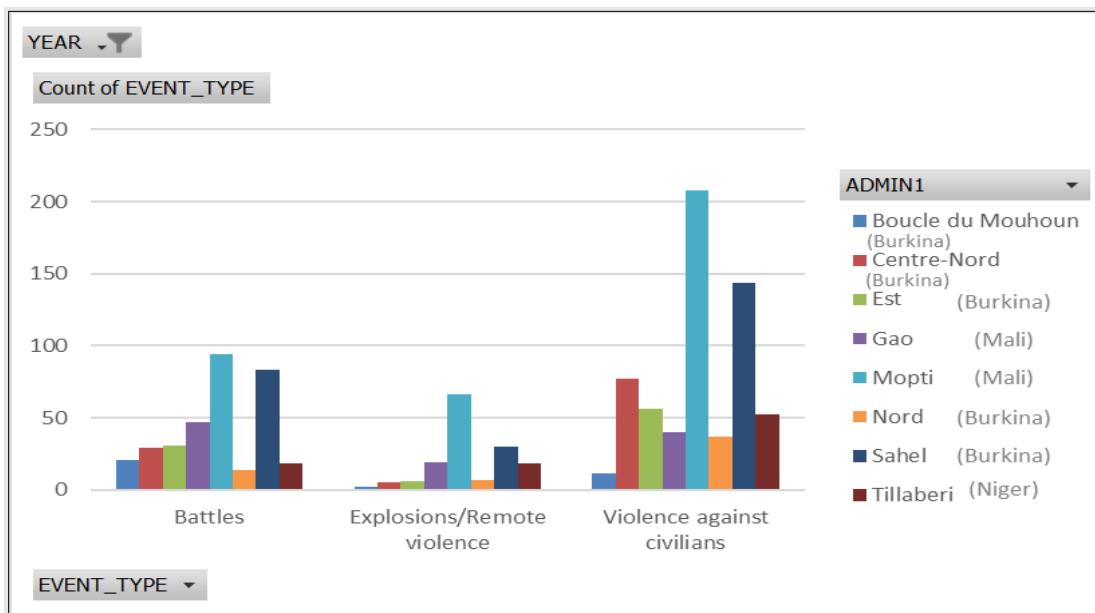
1. **The tri-border area between Mali, Burkina Faso, and Niger—Liptako-Gourma or Zone des Trois Frontières—is the epicenter of violent conflict in Central Sahel.** Active combat is under way between (a) violent extremist armed groups affiliated with the Islamic State or Al Qaeda; (b) community self-defense militias; (c) national security and defense forces of Mali, Burkina Faso, and Niger; and (d) international military forces—notably French troops deployed under Operation Barkhane and UN peacekeepers in Mali (MINUSMA). In May 2020, the WBG performed an SDA to inform project preparation and ESF requirements to consider human security threats as part of its due diligence. The SDA found that between 2016 and 2019, the recorded number of violent events (battles, explosions, and violence against civilians) increased more than 10 times (Figure 8.1) and that civilians bear the brunt of the violence (Figure 8.2). About 1.5 million people are forcefully displaced (Figure 8.3).

Figure 8.1. Violent Events by Region (2012–March 2020)

Source: ACLED

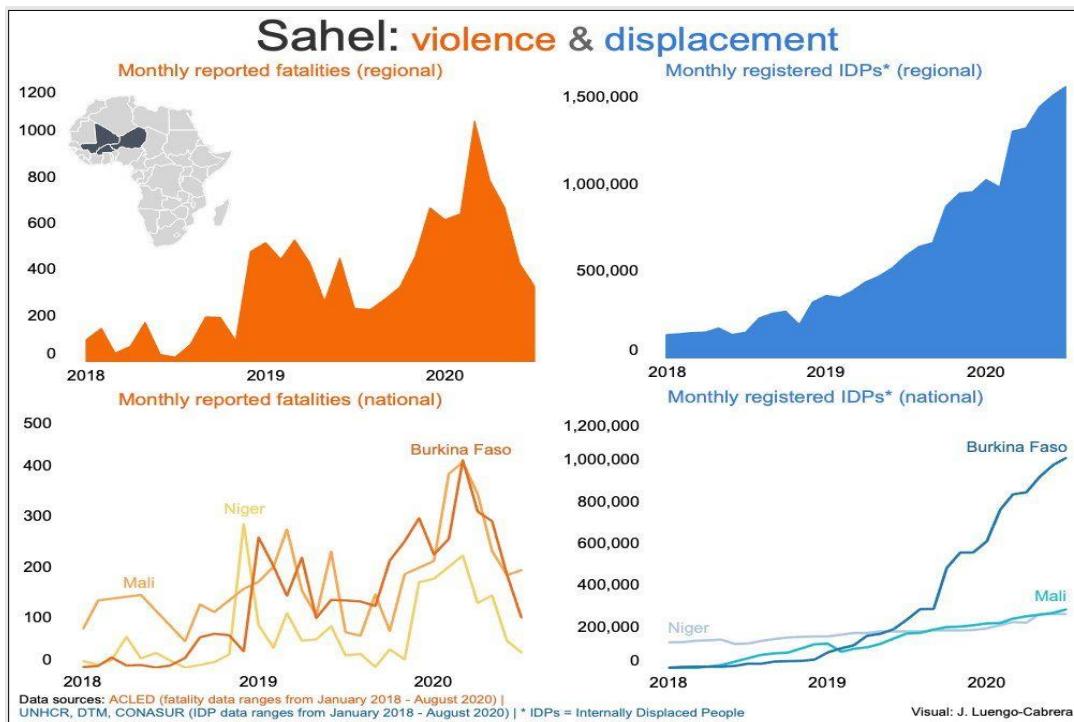


Figure 8.2. Recorded Violent Events by Type (2019)



Source: ACLED

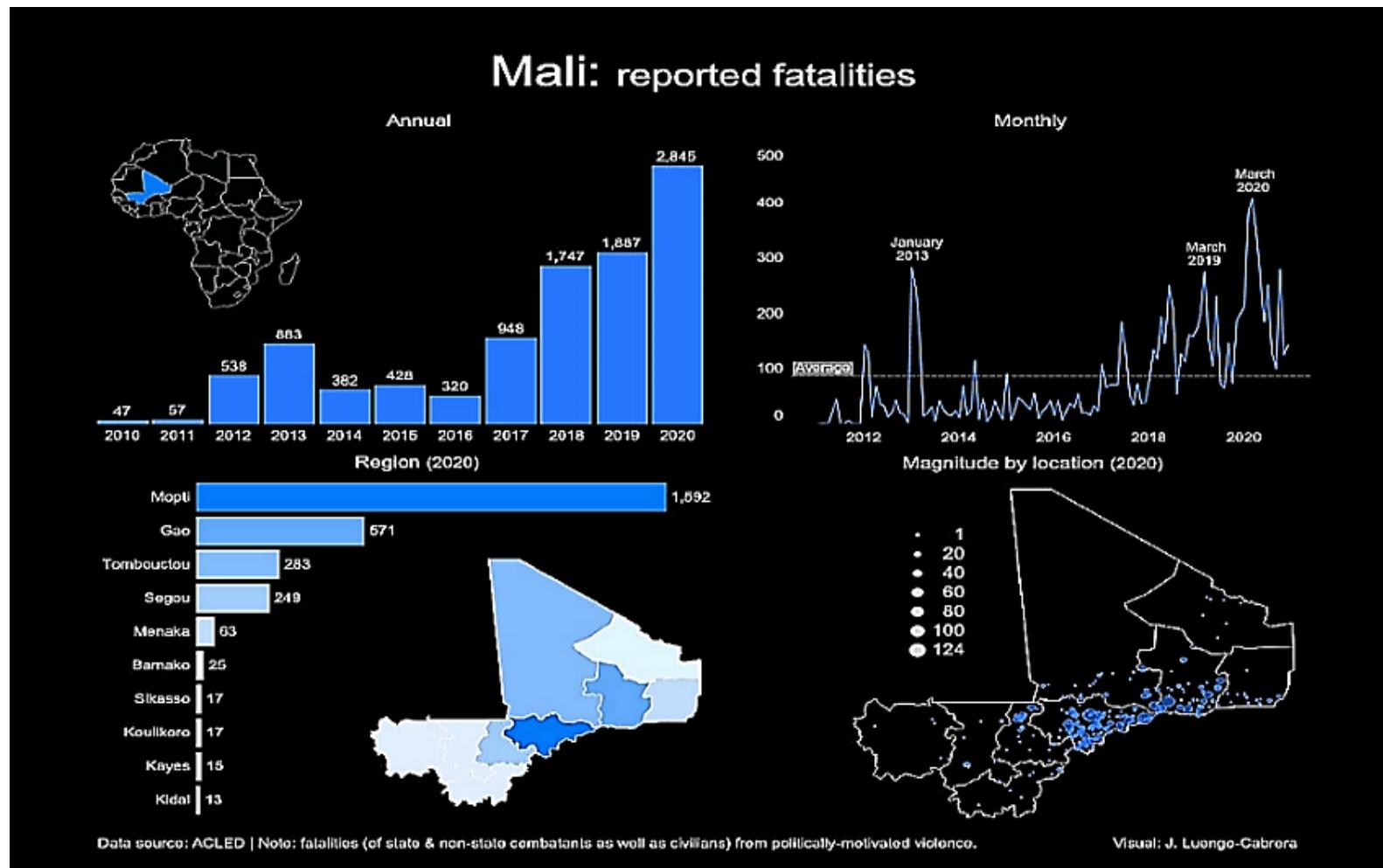
Figure 8.3. Violence and Forced Displacement (2018–2020)

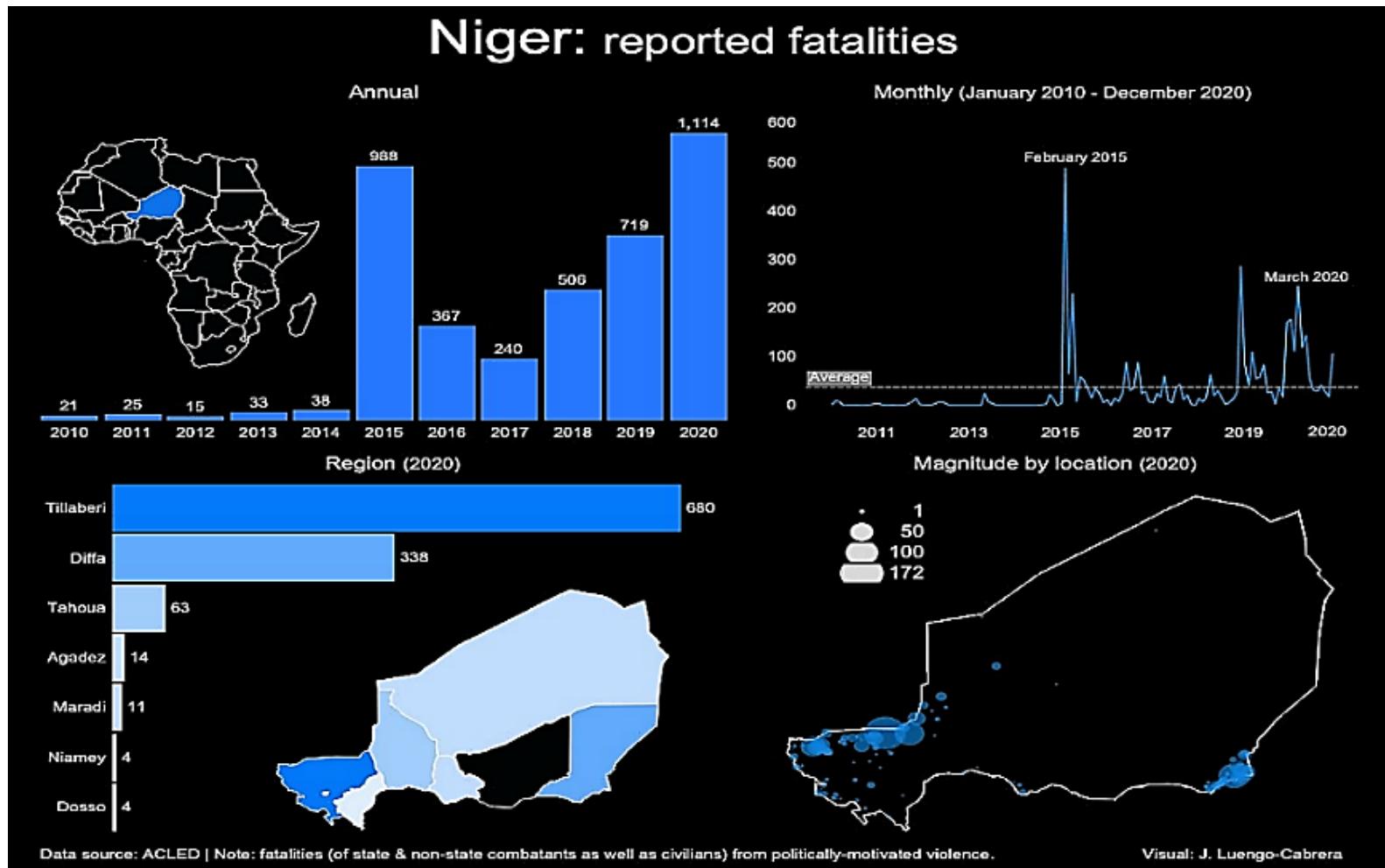


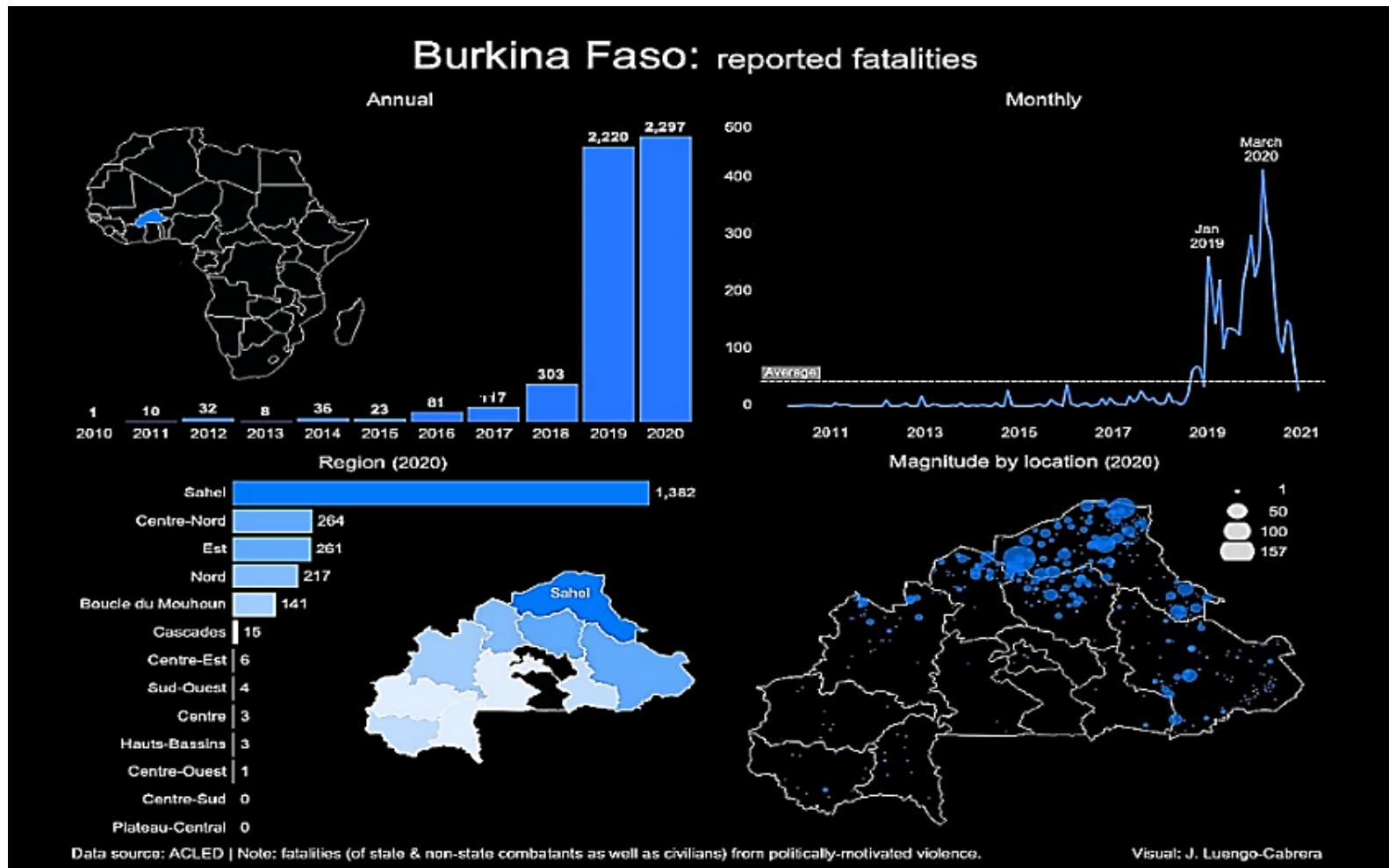


2. **Insecurity in the region continued to deteriorate throughout 2020.** The total number of fatalities for the three countries surpassed 6,250. The Sahel Region in Burkina Faso, Tillabéri in Niger, and Mopti in Mali are the most violent. Additional information is highlighted in Figure 8.4.

Figure 8.4. Reported Fatalities in Burkina Faso, Niger, and Mali (including 2020)









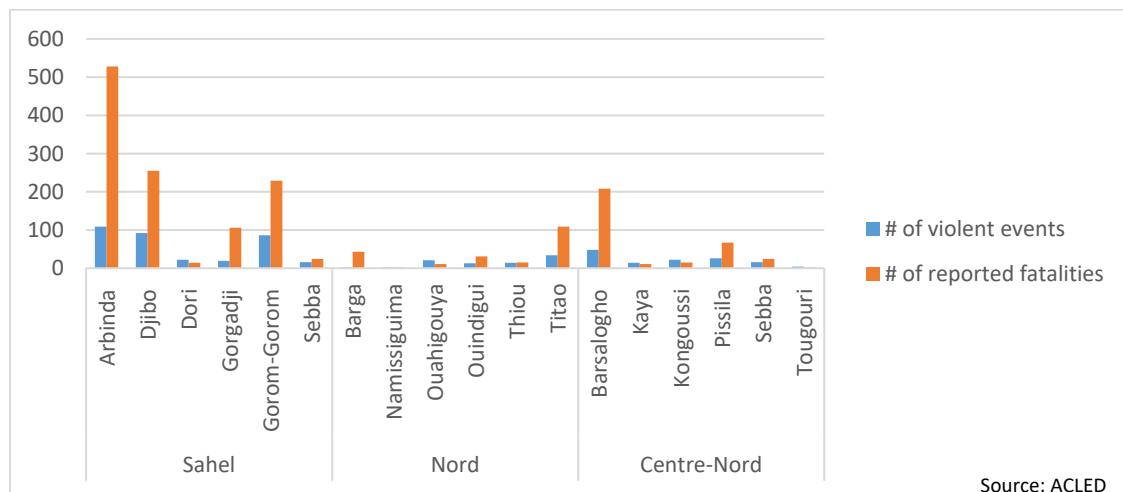
Insecurity in Liptako-Gourma: 2020 Highlights

- **Burkina Faso.** 2,300 fatalities (100 times the 2015 figure). Over 50 percent reported in the Sahel region. Out of 1,100 civilian fatalities, state security forces and jihadi groups killed about 450 each; 1 million IDPs and 20,000 refugees.
- **Mali.** 2,845 fatalities or (7 times the 2015 figure); 75 percent located in the regions of Mopti and Gao. Out of the civilian fatalities, communal militias killed more people than jihadi groups. 230,000 IDPs and 26,000 refugees.
- **Niger.** 1,114 fatalities, similar to 2015 figure but nearly 5 times 2017 number of recorded fatalities. About 60 percent of killings were recorded in Tillabéri. Unlike Mali, most civilian fatalities caused by jihadi groups—including an attack on January 2, 2021, which left 100 dead.
- More than 40 aid workers have been killed, kidnapped, or arrested in the region since early 2020.

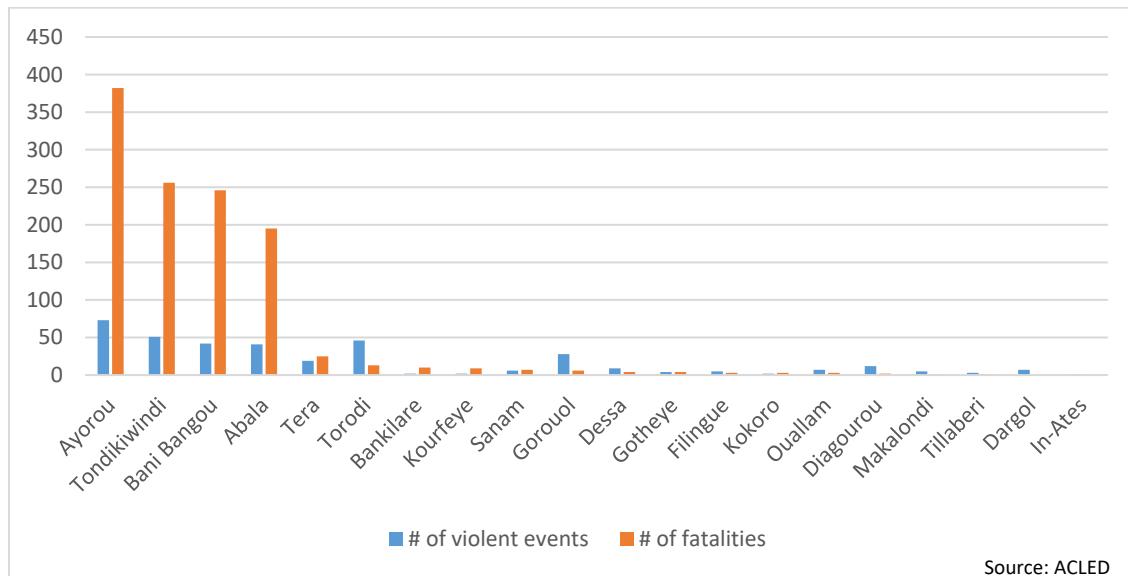
Security Context in Selected Communes

3. Determining a precise baseline for insecurity levels in selected communes is difficult without access to the field and is further complicated by the constant volatility of events on the ground. However, a preliminary assessment using open-source data provided by the ACLED project can be drawn to form an initial sense of security conditions in selected communes. In Burkina Faso, the largest number of fatalities between 2017 and 2020 have been recorded in the Sahel Region, specifically in the communes of Arbinda, Djibo, Gorum-Gorum, Barsalogho, and Goradjé (Figure 8.5). In Niger, the most insecure communes between 2018 and 2020 have been Ayorou, Tondikiwindi, Bani Bangou, and Abala (Figure 8.6). The most frequent types of violent events include attacks against civilians by violent extremist groups, as well as clashes between these groups or with security forces. In both countries, security forces have been known to commit human rights abuses in military operations.⁸¹

Figure 8.5. Burkina Faso - Reported Fatalities and Violent Events in Selected Communes (2017–2020)



⁸¹ See <https://www.amnesty.org/en/latest/news/2020/06/sahel-soldiers-rampage-through-villages-killing-people/>

**Figure 8.6. Niger/Tillaberi Region - Fatalities and Reported Violent Events in Selected Communes (2018–2020)**

Source: ACLED

4. These numbers should be regarded with caution as an imperfect illustration of conditions on the ground due to several caveats. First, the frequency of events may not be correlated with the number of fatalities. The commune of Tondikiwindi in Niger recorded two events in 2021, but the number of fatalities was about 100.⁸² Second, the absence of security incidents may denote that armed groups control certain communes already and government access may be constrained. These caveats reveal the importance of ensuring that PIUs are equipped to monitor security risks during implementation and adjust activities.

Security Risks and Adaptations to Insecurity in Project Design and Implementation

5. Development access in the Liptako-Gourma Region—and in particular in some of the selected communes—is therefore highly constrained, and security risks for project beneficiaries, assets, and implementing partners are very high. These risks are mostly residual, meaning they lie outside the direct span of control of project activities. A general set of management and mitigation measures were examined in the SDA. In sum,

- **For project beneficiaries.** Safety and protection risks include loss of life and assets; physical injuries and trauma; forced displacement; forced recruitment into non-state armed groups; abuse by security forces, community militias, or foreign stabilization troops; extortion, assault, and theft of assets; and SEA/SH.
- **For the government and implementing partners.** Limited access to subproject sites, as well as safety and protection risks such as kidnapping, extortion, assault, theft of assets, or sexual violence. Failure to deliver on project activities due to lack of access or temporary suspensions could undermine community support and even the PDO.
- **For the World Bank.** Safety risks limit the mobility and direct access to project sites to verify progress toward the PDO. Operational risks caused by insecurity are high and include

⁸² <https://news.un.org/en/story/2021/01/1081322>.



temporary or longer-term disruption of activities due to (a) possible attacks against project beneficiaries and/or assets, (b) potential community resistance to the project due to fear of retaliation for association with foreign actors, (c) risks to the PDO due to attacks against project beneficiaries and assets and (d) higher costs of supervision. These factors may also translate into reputational risks.

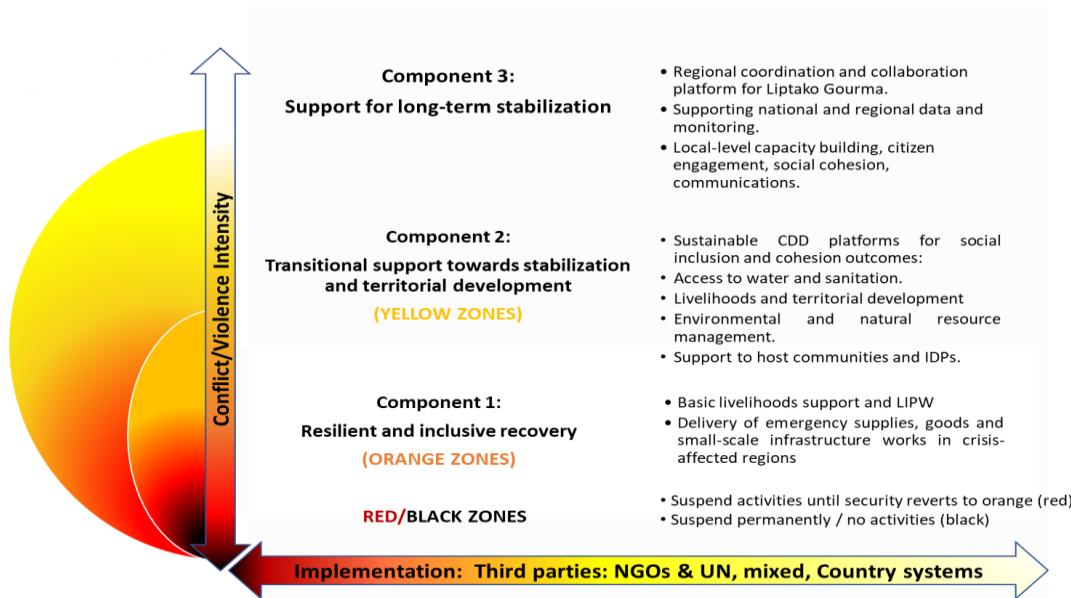
6. **Considering elevated security risks and their operational/reputational implications, the World Bank together with the PIUs adopted a ‘risk mitigation by design’ strategy.** Security risks are factored into all elements of project design, supervision, and implementation. These risks play an important role in both the selection of subproject sites and in the sequencing of activities depending on the level of complexity allowed by conditions on the ground (Figure 8.7 and Table 8.1). Given the regional character of the project and multiplicity of subproject locations and activities, it is impossible to determine a priori a numeric baseline for insecurity that applies universally across all project sites. For this reason, several criteria are used to classify yellow, orange, and red zones including the following:

- **Levels of insecurity.** Estimated according to the number of publicly available reported security incidents, open-source analyses of conflict intensity, degree of militarization, and number of forcefully displaced persons. This will be determined in partnership with the clients based on SRAs mandated by the ESF (see below).
- **The degree of access in the field.** Estimated according to the presence of high-level government officials and the ability of technical PIUs staff, implementing partners, contractors, and NGOs to operate.

7. **The resulting description of each zone is summarized in Table 8.1, along with proposed activities and risk mitigation measures.** It is important to stress that this categorization is indicative only—it will be elaborated in greater detail in the PIM and subject to periodic updates from the PIUs, which will be encouraged to contract a security officer. Part of the risk mitigation measures are described in the SMPs (to be prepared as part of the ESF, see below).



Figure 8.7. Deployment of Project Activities by Security Zone



Source: Adapted by the task team from the Burkina Faso Emergency Project (2020).

Security-Related ESF Requirements

8. The classification of activities by security zone will also inform the determination of standard operating procedures for emergencies and incident response in ESF instruments. ESS1 and ESS4 require borrowers to assess, manage, and monitor potential social risks and impacts arising from World Bank-funded operations. These include threats to human security through personal, communal, or interstate conflict, as well as more general crime or violence. Borrowers have prepared the SRAs and SMPs will be prepared before project effectiveness. These documents will identify and mitigate against risks posed by intensifying levels of conflict and violence.⁸³

9. The WBG, through specialized consultants, has provided TA to the PIUs in Burkina Faso, Niger, and Mali on the development of the SRA and SMP. The SRAs examine issues such as the geographic spread of security incidents related to the presence of non-state armed groups or ongoing military operations, tensions between community members (that is, farmer-pastoralist conflict), and the potential impact on project activities. The SMPs describe how and by whom security will be managed and delivered; the resources required; how the PIU will deploy in insecure conditions; and the behavior that is expected of security personnel if armed forces, police, or gendarmerie are involved in any project-related activities. TA activities do not replace the client's role in performing the SRA/SMP, and the World Bank will not issue no-objections or approvals for security determinations made by the client.

⁸³ World Bank. 2018. *Environmental & Social Framework for IPF Operations. Assessing and Managing the Risks and Impacts of the Use of Security Personnel*. Good Practice Note. Washington, DC: World Bank, <http://documents.worldbank.org/curated/en/692931540325377520/Environment-and-Social-Framework-ESF-Good-Practice-Note-on-Security-Personnel-English.pdf>.

**Table 8.1. Summary of Possible Adaptations to Insecurity in Project Design, Implementation, and Risk Management**

Zone	Security Criteria	Degree of Access	Primary Project Activities	Implementation and Supervision Arrangements	Risk Management and Mitigation (Including ESF-Related Instruments)
Yellow	<ul style="list-style-type: none"> No outward signs of significant social disruption or major instability Low-intensity conflict and/or crime and banditry in subproject area but NOT involving project activities Armed forces not deployed nearby and few restrictions on movement Current host community for IDPs and/or refugees Security risks significant and could escalate 	<ul style="list-style-type: none"> PIU. Government fully present, including high-level officials. There are limited access constraints for implementing agencies. Contractors. National and local contractors (including those with heavy/specialized equipment) may operate with few exceptions. Supply chains are functional. World Bank. Potential for visits by the WBG staff, with Corporate Security prior approval. Note: PIU and contractors will generally have higher level of access even in yellow zones. 	<ul style="list-style-type: none"> Strengthening natural resource management Access to water and sanitation, other socioeconomic community infrastructure Value chain livelihood opportunities (stockage platforms) Market accessibility (markets, access roads to main arteries of transport, and so on) Full local development planning processes possible, given presence of government officials and relative stability of the situation 	<ul style="list-style-type: none"> More complete delegation of control to local communal authorities. Community management and approval of projects and funds using a 'pure' CDD approach may be considered in these zones. Direct oversight of project implementation by PIU staff possible, linked with GEMS. TPM could be contracted by WBG or PIU. 	<ul style="list-style-type: none"> Security monitoring by PIU reported monthly to the World Bank. Project to explore the possibility of financing a regional mechanism to monitor insecurity under its data platform Acceptance approach, that is, building a safe operating environment through the consent, approval, and cooperation from individuals and local communities, especially the most vulnerable If security forces are active in project areas, minimize negative impacts (that is, SEA/SH) and adapt GRM. Plan for equipment storage. ESF. SMP to stipulate incident response protocol, training, and so on



Zone	Security Criteria	Degree of Access	Primary Project Activities	Implementation and Supervision Arrangements	Risk Management and Mitigation (Including ESF-Related Instruments)
Orange	<ul style="list-style-type: none">Heightened intensity of violent extremist attacks, growing military presence, or active military operations in or close to project areaBanditry and/or crime affecting community securityPattern of increasing attacks on local communities in project area and misinformation circulating regarding project activitiesGeneral lawlessness, incidents of rioting or looting reportedThreats/physical harm to prominent leaders/politiciansEmergency or martial law declaredZone likely a host community for displaced populationsSecurity risks are high, intensity varies, but insecurity not omnipresent.	<ul style="list-style-type: none">Government. High-profile and elected officials may be absent or intermittently present.PIU. Technical-level state agents are largely present, but access is variable and limited only to national staff.Contractors. Access limited only to small-scale or highly specialized agencies and NGOs.World Bank. Cap on missions, restricted visits limited to key World Bank staff, with Corporate Security approval and possible escort.	<ul style="list-style-type: none">Household supplies, basic necessity kits, agricultural inputs.LIPW. Drainage and road maintenance, soil preservation, and small water and sanitation infrastructureReduced technical complexity: Use smaller local contractors to facilitate access. Short-term, semi-technical public works possible (including feeder roads and land rehabilitation)Some local development planning possible but could be supported by specially trained facilitators to avoid exacerbating tensions	<ul style="list-style-type: none">FPs with expertise in highly insecure environments or high levels of access/acceptance are supporting subprojectsLIPW infrastructure and activities done through or in close coordination with local authorities, with oversight by national or international NGOsRegional PIU staff, in addition to more remote monitoring methods linked to GEMS	<p>In addition to the above</p> <ul style="list-style-type: none">Reduce project area or operations (days, times of day, types of activities, and so on). Shift from Orange to Yellow zones.Isolate or reduce equipment and personnel (return to central location at night).Withdrawal from 'hot spots' and shrink operations to basics.ESF. SMP to stipulate (a) clear steps for 'before-during-after' field visits, (b) a clear description of emergency procedures, (c) unambiguous duty of care language for contractors, (d) insurance against kidnapping or violence events, (e) templates for security incident reporting, and (f) capacity building on security risk management for the PIU.



Zone	Security Criteria	Degree of Access	Primary Project Activities	Implementation and Supervision Arrangements	Risk Management and Mitigation (Including ESF-Related Instruments)
Red	<ul style="list-style-type: none">Critical but temporary intensity of violence or military operations in or close to project areasAttacks on local communities in project areaCredible threats against the project and/or governmentThe zone is an origin of displacement of local populations.	<ul style="list-style-type: none">Government. Multiple levels of government are absent or virtually absent.PIU. Cannot operate.Contractors. Cannot operate.Humanitarians. There is restricted access for aid and development actors external to the community.World Bank. No field visits and cap on missions	<ul style="list-style-type: none">Local development planning likely inappropriate/not possible, given the absence of government officials, access constraints, and community tensions	<ul style="list-style-type: none">Project to analyze possibilities for Third-Party Execution through local NGO, international NGO, or UN agencies which can facilitate access where government-connected staff cannot goReliance on arrangements with formal and semi-formal community organizations to deliver assistanceTPMGEMS	<p>In addition to the above</p> <ul style="list-style-type: none">Partial/temporary project suspension for short-term withdrawal with openness to reengage when conditions have improvedAgreement on what are criteria for re-engagement (director-level decisions)Plan for crisis management/reputational risk/relationship with government (director-level decisions)



Zone	Security Criteria	Degree of Access	Primary Project Activities	Implementation and Supervision Arrangements	Risk Management and Mitigation (Including ESF-Related Instruments)
Black	<ul style="list-style-type: none">• Fighting or military actions in the immediate vicinity of the offices• Full-scale military operations in or close to project area affecting community security• Unmanageable intensity of violence for the majority of project sites in a region• Full-scale military operations in or close to project area affecting community security• Security risks are high, omnipresent, and unmanageable.	<ul style="list-style-type: none">• Government. Absent• PIU. Cannot operate• Contractors. Cannot operate• Humanitarians. There is restricted access for aid and development actors external to the community• World Bank. No field visits and cap on missions	<ul style="list-style-type: none">• N.A.	<ul style="list-style-type: none">• N.A.	<ul style="list-style-type: none">• Management to consider full and immediate project suspension followed by cancellation• Plan for crisis management/reputational risk/relationship with government (director-level decisions)

Source: Created from project input papers on “Review of Operational Bottlenecks and Possible Solutions in the Liptako-Gourma Region” (2020); “CDD Approach: General Framework (2021); Security Due Diligence Assessment (2020)”.

**ANNEX 9: FCV Drivers and Climate Risks**

Table 9.1 presents an overview of FCV drivers and climate risks which the project seeks to address across four arenas of contestation: (a) governance and power; (b) land and natural resources; (c) service delivery; and (d) security and justice.

Table 9.1. Overview of FCV Drivers and Climate Risks Which the Project Aims to Address

FCV Drivers	→ FCV and Climate Compounding Risks	Proposed Key Project Activities
Arena of Governance and Power		
<ul style="list-style-type: none">• Lack of presence of the state especially in remote areas• Limited accountability and insufficient levels of decentralization, with corruption undermining confidence and investments unresponsive to local needs• Lack of inclusion and representation of different groups in politics and state institutions, including youth, women, people with disabilities, and nomadic populations.	<ul style="list-style-type: none">• Legitimacy crisis. State justice, defense, and security systems seen as weak and corrupt, alongside limited civic participation, voice, and agency• Territorial and political marginalization, with non-state armed groups filling the vacuum where state is absent and instrumentalizing grievances to gain influence over neglected communities, especially youth• Increased vulnerability to climate change impacts, with limited access to effective governance and basic services and limited voice of conflict-affected, climate-vulnerable groups eroding ability to effectively cope with extreme events in the present and build resilience over the longer term.	<ul style="list-style-type: none">• Regional framework for community-centered investments in targeted areas to promote equity, while building on existing country systems to help reinforce the social contract between state and citizens• Technology-enabled solutions to support a community-centered approach, citizen engagement, and capacity building for local institutions and communities• Regional data and analytics, as well as stakeholder engagement, to promote alignment and coordination in addressing the social dimensions of vulnerability related to FCV-climate nexus (with a focus on social cohesion, inclusion, citizen engagement, and social resilience).



FCV Drivers	→ FCV and Climate Compounding Risks	Proposed Key Project Activities
Arena of Land and Natural Resources		
<ul style="list-style-type: none">• Weak pastoral infrastructure and low agricultural productivity and an undiversified economy that is overdependent on agriculture and livestock• Communities face increased difficulties in accessing natural resources due to high population growth and climate change (land and environmental degradation since 1980s).	<ul style="list-style-type: none">• Depletion of natural resources, desertification, and land degradation, with increased variability in precipitation.• Increase in drought-related migrations especially as climate pressures rise.• Intensified intercommunal (farmer/pastoralist) and intra-community conflict due to increased resource stress and competition (for example, over land and water). This also provides militants with potential recruitment opportunities.• Reduced access to critical resources for effectively coping with climate-related and other shocks and stresses in the present and building resilience over time.	<ul style="list-style-type: none">• Targeted climate-smart investments to enhance soil and water conservation, increase agricultural yield, and boost productivity of natural resources• A regional KMP to support monitoring and regional decision-making on access to natural resources.



FCV Drivers	FCV and Climate Compounding Risks	Proposed Key Project Activities
Arena of Service Delivery		
<ul style="list-style-type: none">Important inter- and intra-regional disparities in the distribution of resources (for example, access to services and markets), with limited income-generation opportunities for youthUnderinvestment in the health sector. Weak infrastructure, lack of medical personnel, and insecurity hamper access to health servicesThreats of or direct attacks leading to school closure and teachers' departure.	<ul style="list-style-type: none">Poverty trap as insecurity aggravates the marginalization of the region, making it more difficult to access basic servicesWeak health outcomes. High infant and child mortality rates, frequent cross-border epidemics, food insecurity, and malnutritionLow literacy (particularly for girls) as access to secondary education in particular remains lowErosion of human capital, a core aspect of social resilience, with school closures and limited income-generating opportunities particularly affecting children and youth, who are among the most climate-vulnerable groups.	<ul style="list-style-type: none">Targeted investments to deliver household goods and small-scale infrastructure works to crisis-affected areas and adopting community- and needs-driven approach to improve access to socioeconomic services (for example, water/sanitization)Local infrastructure for improved connectivity to increase access to services/markets and to promote cross-border regional tradeInvestments in territorial and local economic development (for example, livelihood, climate-resilient income-generating activities, and skills training)Trainings and use of innovative mechanisms to improve service delivery capacity of local authoritiesSharing of regional knowledge and data and increased stakeholder engagement to promote collaboration and cross-border solutions to increase access to public services and economic growth in the subregion.



FCV Drivers →	FCV and Climate Compounding Risks	Proposed Key Project Activities
Arena of Security and Justice <ul style="list-style-type: none">• Increased militancy, regional violence spillover, and expansion of organized crime (for example, weapons proliferation and drug trafficking) that feeds on existing vulnerabilities, grievances, and socioeconomic inequalities.• Security deterioration in response to local dynamics related to state-citizen divisions, disenfranchised youth, and access to land• Deep-rooted structural causes and frustrations over the lack of positive state presence - that is perceived as exclusionary and absent (particularly relating to protection and justice).	<ul style="list-style-type: none">• Erosion of trust toward state institutions, local actors, and non-governmental organizations (NGOs) and weakening social cohesion• Rise of non-state armed groups with extremist ideologies that exploit growing social polarization to gain control and influence, by providing sovereign functions, basic services, administration and distribution of food, and so on• Proliferation of militias and self-defense groups that seek to fill the security vacuum, often backing intercommunity conflicts over competition for scarce resources• Increased risk of violence, including attacks within and against citizens, terrorist attacks, sexual violence, and violation of women's rights• Reduced capacity to cope with extreme events and adapt to climate change.	<ul style="list-style-type: none">• Social cohesion activities and sensitization campaigns to foster social trust• Targeted studies on citizen engagement, perceptions of insecurity, security risk, and youth extremism• Strengthening of regional response to FCV drivers through enhanced data collection on security issues, knowledge generation, and dialogue• Flexible deployment of components and activities calibrated to threat levels by adopting a 'risk mitigation by design approach', whereby the extent of investments and activities matches the levels of access and security.

**ANNEX 10: WBG Regional Integration Program Adjustment for COVID-19****Impact of the COVID-19 Pandemic on Africa and Continental Response**

1. According to the Africa Centers for Disease Control and Prevention (AC CDC), there have been over 3.2 million COVID-19 cases and 83,600 deaths caused by COVID-19 across Sub-Saharan Africa (SSA). While the first wave of infection was relatively milder compared to other continents, many African countries have been badly hit by the ongoing second wave. Great uncertainty continues surrounding the exact scale and trajectory of the pandemic in the region due to poor mortality data in several countries of the continent. Beyond the health toll, the pandemic has taken a large toll on economic activity in SSA, putting a decade of hard-won economic progress at risk. Economic output is estimated to have contracted by 3.7 percent in 2020 in the SSA region. The recovery is expected to be weak, by 3 percent in 2021, according to the WBG latest projections. Moreover, COVID-19 is likely to weigh on growth for a long period, as the rollout of vaccines is expected to lag that of advanced economies.
2. Regional economic communities contributed to the coordinated response to the ongoing health, economic and social shock. For example, the ECOWAS created a Committee of Experts that made recommendations on how to ease Transport, Logistics, Free Movement and Trade in the context of the COVID-19 pandemic. The Common Market for Eastern and Southern Africa developed an online portal for member states to exchange information on availability of essential products in the region. For the currency unions, the convergence criteria on the deficit level have been suspended within the WAEMU and Central African Economic and Monetary Community. Both the Central Bank of West African States and the Bank of Central African States have taken actions to maintain access to liquidity within the banking and financial sectors. At the continental level, the AU and its bodies responded swiftly to complement and coordinate the measures taken at the national level to cope with the health, economic and social shock created by the COVID-19 pandemic. The Africa Joint Continental Strategy for COVID-19 has been adopted, which notably established an AU COVID-19 Response Fund to assist member states in funding an effective response. Coordination and cooperation among African countries has also been facilitated by the AC CDC, which benefited from WBG support.
3. The Regional Disease Surveillance Systems Enhancement Program (REDISSE; P154807) is instrumental in addressing emergency support to member countries. More than US\$200 million in IDA resources from REDISSE Program have so far been used to support immediate COVID-19-related activities in 12 member countries. In countries like Chad, Liberia and Angola, the Contingency Emergency Response Components were also activated. The REDISSE support builds on the lessons from the Ebola emergency crisis to adequately addressing the immediate health-related response to the pandemic on the region.

Support for Responding to the Crisis

4. The Regional Integration (RI) Strategy Update is in line with the pillars of the WBG COVID-19 Crisis Response Approach Paper. The regional envelope under IDA19 will be mobilized to enhance resilience and contribute to reigniting growth and job creation through market integration and economic transformation:



- a. **Saving Lives:** Since the 2014 West Africa Ebola outbreak, the RI program has committed US\$1.5 billion in disease surveillance operations covering over 20 SSA countries. Plans are in place to work with country clients to extend the REDISSE Program to cover many additional countries in the continent.
- b. **Protecting Livelihoods:** Maintaining free flows of food and medication, as well as protecting livelihoods, particularly in landlocked regions and countries is critically important. Enhanced engagement in priority areas afflicted by FCV, including Sahel, Lake Chad and the Horn of Africa, where regional challenges call for regional solutions, will also contribute to protect the livelihoods under the Resilience pillar of the RI Strategy Update in line with IDA19 commitments. Multisectoral and integrated territorial approaches will notably support the rehabilitation of livelihoods, such as pastoral activities in the Sahel with the Regional Sahel Pastoralism Support Project (P147674), small-scale trade in borderlands in the Horn which is particularly beneficial to women, small-scale irrigation work in the Lake Chad region with PROLAC (P161706), and livelihoods and local economic development support in the Liptako-Gourma region under the Community-Based Recovery and Stabilization Project for the Sahel (P173830).
- c. **Ensuring private sector growth and job creation:** The first and second pillars of the RI Strategy Update are highly complementary since they focus on developing connectivity infrastructure and enhancing trade and market integration. Under IDA19, enhanced support will be provided to support economic transformation, notably through the development of regional markets and regional value chains, through regional power pools, digital access and facilitation of trade along renovated economic corridors, such as the Horn of Africa Gateway Development Project (P161305). It is currently exploring how regional synergies and economies of scale could be exploited further to support Small and Medium Enterprise financing and private sector financing more broadly, in close coordination with IFC.
- d. **Building back better:** The RI portfolio will contribute to building back better notably by supporting the Human Capital Development under the third pillar of the RI Strategy Update. It will notably support women empowerment with the continuing and extension of the Sahel Women's Empowerment and Demographic Dividend Project (P150080) and support to the First Africa Higher Education Centers of Excellence for Development Impact Project (P164546) and the Second Africa Higher Education Centers of Excellence for Development Impact Project (P169064).