



**FOR OFFICIAL USE ONLY**

Report No: PAD4505

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON

A PROPOSED CREDIT IN THE AMOUNT OF EUR 40.4 MILLION (US\$45.0 MILLION EQUIVALENT)  
AND A PROPOSED GRANT IN THE AMOUNT OF SDR 32.4 MILLION (US\$45.0 MILLION EQUIVALENT)  
TO THE REPUBLIC OF BENIN

AND

A PROPOSED CREDIT IN THE AMOUNT OF EUR 134.0 MILLION (US\$150.0 MILLION EQUIVALENT)  
TO THE REPUBLIC OF CÔTE D'IVOIRE

AND

A PROPOSED CREDIT IN THE AMOUNT OF US\$150.0 MILLION  
TO THE REPUBLIC OF GHANA

AND

A PROPOSED CREDIT IN THE AMOUNT OF EUR 26.9 MILLION (US\$30.0 MILLION EQUIVALENT)  
AND A PROPOSED GRANT IN THE AMOUNT OF SDR 21.6 MILLION (US\$30.0 MILLION EQUIVALENT)  
TO THE REPUBLIC OF TOGO

FOR A

GULF OF GUINEA NORTHERN REGIONS SOCIAL COHESION PROJECT

March 10, 2022

Social Sustainability and Inclusion Global Practice  
Western and Central Africa Region

This document has a restricted distribution and may be used by recipients only in the performance of their official duties. Its contents may not otherwise be disclosed without World Bank authorization.

## CURRENCY EQUIVALENTS

(Exchange Rate Effective January 31, 2022,  
for the Republic of Benin and the Republic of Togo)

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

---

US\$1 = EUR 0.89613765

---

US\$1 = SDR 0.71850436

(Exchange Rate Effective February 28, 2022, for the Republic of Côte d'Ivoire)

Currency Unit = Euro (EUR), United States Dollar (US\$)

---

US\$1 = EUR 0.89293687

## FISCAL YEAR

January 1 – December 31

Regional Vice President: Ousmane Diagana

Country Director: Boutheina Guermazi

Regional Director: Simeon Kacou Ehui

Practice Manager: Aly Zulficar Rahim

Task Team Leaders: Nicolas Perrin, Kaori Oshima, Manuel  
Figueredo

## ABBREVIATIONS AND ACRONYMS

AAP	Annual Action Plan
ABeGIEF	Beninese Border Space Management Agency ( <i>Agence Béninoise de Gestion Intégrée des Espaces Frontaliers</i> ), Benin
ACET	African Center for Economic Transformation
ACLED	Armed Conflict Location and Event Data
ADQ	Neighborhood Development Association ( <i>Association de Développement de Quartier de Ville</i> )
ADR	Alternative Dispute Resolution
ADV	Village Development Association ( <i>Association de Développement Villageois</i> )
AFD	French Development Agency ( <i>Agence Française de Développement</i> )
AIP	Annual Investment Plan
ANADEB	National Community Development Support Agency ( <i>Agence Nationale d'Appui au Développement à la Base</i> ), Togo
ANADER	National Agency for Support to Rural Development ( <i>Agence Nationale d'Appui au Développement Rural</i> ), Côte d'Ivoire
APESS	Association for the Promotion of Livestock in Sahel and Savannah ( <i>Association pour la Promotion de l'Élevage en Savane et dans le Sahel</i> )
AWPB	Annual Work Plan and Budget
BCEAO	Central Bank of West African States ( <i>Banque Centrale des Etats de l'Afrique de l'Ouest</i> )
CAA	Autonomous Amortization Fund ( <i>Caisse Autonome d'Amortissement</i> ), Benin
CBO	Community-Based Organization
CCA	Cotton and Cashew Council ( <i>Conseil du Coton et de l'Anacarde</i> ), Côte d'Ivoire
CDC	Community Development Committee ( <i>Comité de Développement Communautaire</i> )
CDD	Community-Driven Development
CDP	Communal Development Plan
CE	Citizen Engagement
CERC	Contingent Emergency Response Component
CIG	Common Interest Group
CORA	Regional Approval Committee ( <i>Comité Régional d'Approbation</i> )
COVID-19	Coronavirus Disease 2019
CPF	Country Partnership Framework
CRC	Committee for Regional Coordination
CSIS	Centre for Strategic and International Studies
CSO	Civil Society Organization
DA	Designated Account
DMTDP	District Medium Term Development Plan
DPCU	District Planning Coordinating Unit
ECOWAS	Economic Community of West African States
EJV	Employment Opportunities for Vulnerable Youth Project ( <i>Projet d'opportunités d'Emploi pour les jeunes vulnérables</i> )

ESCP	Environmental and Social Commitment Plan
ESF	Environmental and Social Framework
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESS	Environmental and Social Standards
FA	Financing Agreement
FADEC	Communal Development Support Fund ( <i>Fonds d'Appui au Développement des Communes</i> ), Benin
FCV	Fragility, Conflict, and Violence
FIC	Communal Investment Fund ( <i>Fonds d'Investissement Communal</i> ), Benin
FM	Financial Management
FMC	Facility Management Committee
FP	Facilitating Partner
FSB	Safety Nets and Basic Services Project ( <i>Projet de Filets Sociaux et Services de Base</i> )
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GEMS	Geo-Enabling for Monitoring and Supervision
GHG	Greenhouse Gas
GIFMIS	Government Integrated Financial Management Information System
GLR	Great Lakes Region
GM	Grievance Mechanism
GoG	Government of Ghana
GPN	General Procurement Notice
Green THIMO	Economic Reinsertion Groups for the Environment and Nature ( <i>Groupes de Réinsertion Economique pour l'Environnement et la Nature</i> )
GRS	Grievance Redress Service
IBM	Iterative-Beneficiary Monitoring
ICT	Information and Communication Technology
IFR	Interim Financial Report
IGF	Directorate of Inspection ( <i>Inspection General des Finances</i> )
IPF	Investment Project Financing
IRR	Internal Rate of Return
IT	Information Technology
LDP	Local Development Plan
LED	Light Emitting Diode
LG	Local Government
LGSDP	Local Governance and Service Delivery Project
LGU	Local Government Unit
LMP	Labor Management Procedures
M&E	Monitoring and Evaluation

MDBJEJ	Ministry of Community Development, Youth, and Youth Employment ( <i>Ministère du Développement à la Base, de la Jeunesse et de l'Emploi des Jeunes</i> ), Togo
MDGL	Ministry of Decentralization and Local Governance ( <i>Ministère De La Décentralisation et de la gouvernance locale</i> ), Benin
MEF	Ministry of Economy and Finances ( <i>Ministère de l'Économie et des Finances</i> ), Benin, Côte d'Ivoire, and Togo.
MICS	Multiple Indicator Cluster Survey
MIS	Management Information System
MLGDRD	Ministry of Local Government, Decentralisation, and Rural Development, Ghana
MMDA	Metropolitan, Municipal, and District Assembly
MPDAT	Ministry of Planning, Development, and Territorial Management ( <i>Ministère de la Planification, du Développement et de l'Aménagement du Territoire</i> ), Togo
MPI	Multidimensional Poverty Index
NDC	Neighborhood Development Committee ( <i>Comite de developpement de quartier de ville</i> )
NEX-GDDP	NASA Earth Exchange Global Daily Downscaled Climate Projections
NGO	Nongovernmental Organization
NPV	Net Present Value
NSC	National Steering Committee
NTC	National Technical Committee
O&M	Operations and Maintenance
OECD	Organisation for Economic Co-operation and Development
OHS	Occupational Health and Safety
PAD	Project Appraisal Document
PDC	Commune Development Plan ( <i>Plan de Développement Communal</i> )
PDO	Project Development Objective
PF	Procurement Framework
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PMP	Pest Management Plan
PO	Producer Organization
POC	Project Oversight Committee
PP	Procurement Plan
PPCA	Cashew Value Chain Competitiveness Project ( <i>Projet de Promotion de la Compétitivité de la Chaîne de Valeur Anacarde</i> )
PPP	Purchasing Power Parity
PPSD	Project Procurement Strategy for Development
PROLAC	Lake Chad Region Recovery and Development Project ( <i>Projet de Redressement et de Développement de la Région du Lac Tchad</i> )
PSNP	Productive Safety Nets Project
PTC	Project Technical Committee
RA	Regional Antenna
RCP	Regional Collaboration Platform

RF	Resettlement Framework
RRA	Risk and Resilience Assessment
SEA	Sexual Exploitation and Abuse
SEP	Stakeholder Engagement Plan
SETCO	Technical Secretariat for Coordination of the Social Cohesion Project ( <i>Secrétariat Technique pour la Coordination du Projet de Cohésion Sociale</i> ), Benin
SGBV	Sexual and Gender-Based Violence
SH	Sexual Harassment
SMP	Security Management Plan
SOE	Statement of Expenditures
SPD	Standard Procurement Document
SPN	Specific Procurement Notice
SRA	Security Risk Assessment
STEP	Systematic Tracking of Exchanges in Procurement
TA	Technical Assistance
ToR	Terms of Reference
TPE	Third-Party Execution
TPM	Third-Party Monitoring
UC	Unit Committee
UN	United Nations
UNDB	United Nations Development Business
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development
VDC	Village Development Committee ( <i>Comité Villageois de Développement</i> )
VIP	Ventilated Improved Pit
WAEMU	West African Economic and Monetary Union
WASH	Water, Sanitation, and Hygiene
WBG	World Bank Group
YDI	Youth Development Index

## Table of Contents

<b>DATASHEET .....</b>	<b>1</b>
<b>I. STRATEGIC CONTEXT .....</b>	<b>9</b>
A. Regional Context .....	9
B. Sectoral and Institutional Context .....	13
C. Relevance to Higher Level Objectives .....	17
<b>II. PROJECT DESCRIPTION.....</b>	<b>19</b>
A. Project Development Objective (PDO) .....	19
B. Project Components .....	19
C. Project Beneficiaries .....	41
D. Results Chain.....	41
E. Rationale for World Bank Involvement and Role of Partners.....	41
F. Lessons Learned and Reflected in the Project Design .....	43
<b>III. IMPLEMENTATION ARRANGEMENTS .....</b>	<b>47</b>
A. Institutional and Implementation Arrangements.....	47
B. Results Monitoring and Evaluation Arrangements.....	48
C. Sustainability.....	48
<b>IV. PROJECT APPRAISAL SUMMARY .....</b>	<b>49</b>
A. Technical and Economic Analysis.....	49
B. Fiduciary.....	52
C. Legal Operational Policies.....	55
D. Environmental and Social .....	56
<b>V. GRIEVANCE REDRESS SERVICES .....</b>	<b>61</b>
<b>VI. KEY RISKS .....</b>	<b>62</b>
<b>VII. RESULTS FRAMEWORK AND MONITORING .....</b>	<b>64</b>
<b>ANNEX 1: Implementation Arrangements and Support Plan.....</b>	<b>80</b>
<b>ANNEX 2: FCV Dynamics in the Gulf of Guinea Region and Targeted Activities for Social Cohesion under the Project .....</b>	<b>113</b>
<b>ANNEX 3: Key Synergies with World Bank Projects.....</b>	<b>116</b>
<b>ANNEX 4: Climate-Related Activities Financed by the Project .....</b>	<b>119</b>
<b>ANNEX 5: Security Risks and Prevention Measures for the Project Implementation.....</b>	<b>124</b>

**DATASHEET****BASIC INFORMATION**

Country(ies)	Project Name	
Benin, Cote d'Ivoire, Ghana, Togo	Gulf of Guinea Northern Regions Social Cohesion project	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P175043	Investment Project Financing	Substantial

**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 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 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
31-Mar-2022	31-May-2027

Bank/IFC Collaboration

No

**Proposed Development Objective(s)**

to improve regional collaboration and the socioeconomic and climate resilience of border-zone communities in the target northern regions of the Gulf of Guinea countries exposed to conflict and climate risks.

**Components**

Component Name	Cost (US\$, millions)
----------------	-----------------------





1. Investing in Community Resiliency and Inclusion	337.50
2. Building foundation and capacity for inclusive and resilient communities	45.00
3. Regional Coordination Platform and Dialogue	22.50
4. Project Management	45.00
5. Contingent Emergency Response Component	0.00

**Organizations**

Borrower:	Republic of Togo Republic of Ghana Republic of Côte d'Ivoire Republic of Benin
Implementing Agency:	Prime Minister's Office (Côte d'Ivoire) National Community Development Support Agency (ANADEB) (Togo) General Secretariat of the Presidency (Benin) Ministry of Local Government Decentralisation and Rural Development (Ghana)

**PROJECT FINANCING DATA (US\$, Millions)****SUMMARY**

Total Project Cost	450.00
Total Financing	450.00
of which IBRD/IDA	450.00
Financing Gap	0.00

**DETAILS****World Bank Group Financing**

International Development Association (IDA)	450.00
IDA Credit	375.00
IDA Grant	75.00

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

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
--	---------------	--------------	------------------	--------------



<b>Benin</b>	45.00	45.00	0.00	90.00
National PBA	15.00	15.00	0.00	30.00
Regional	30.00	30.00	0.00	60.00
<b>Cote d'Ivoire</b>	150.00	0.00	0.00	150.00
National PBA	50.00	0.00	0.00	50.00
Regional	100.00	0.00	0.00	100.00
<b>Ghana</b>	150.00	0.00	0.00	150.00
National PBA	50.00	0.00	0.00	50.00
Regional	100.00	0.00	0.00	100.00
<b>Togo</b>	30.00	30.00	0.00	60.00
National PBA	10.00	10.00	0.00	20.00
Regional	20.00	20.00	0.00	40.00
<b>Total</b>	<b>375.00</b>	<b>75.00</b>	<b>0.00</b>	<b>450.00</b>

#### Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2022	2023	2024	2025	2026	2027
<b>Annual</b>	0.00	69.00	100.00	100.00	99.00	82.00
<b>Cumulative</b>	0.00	69.00	169.00	269.00	368.00	450.00

#### INSTITUTIONAL DATA

##### Practice Area (Lead)

Social Sustainability and Inclusion

##### Contributing Practice Areas

Agriculture and Food, Fragile, Conflict & Violence, Social Protection & Jobs

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

## 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

Benin, Côte d'Ivoire, Ghana and Togo (Schedule 2 of the Financing agreement, Section I.A.3 for Benin and Côte d'Ivoire and Section I.A.4 for Ghana and Togo): The Recipient shall, in collaboration with the Participating Countries, no later than three (3) months after the Effective Date, establish and thereafter maintain, at all times during the implementation of the Project, a Committee for Regional Coordination (CRC). The CRC shall be responsible for providing 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 Project Implementation Manual.

### Sections and Description

Benin, Côte d'Ivoire, Ghana and Togo (Schedule 2 of the Financing agreement, Section I.A.1(a) for Benin and Ghana and Section I.A.2(a) for Cote d'Ivoire and Togo): No later than three (3) months after the Effective Date, the Recipient shall establish and maintain, at all times during the implementation of the Project, a National Steering



Committee (or Project Oversight Committee for Ghana) with a mandate, composition and resources satisfactory to the Association

#### Sections and Description

Ghana and Togo (Schedule 2 of the Financing agreement, Section I.A.2(a) for Ghana and Section I.A.3(a) for Togo): No later than three (3) months after the Effective Date, the Recipient shall establish and maintain, at all times during the implementation of the Project, a National Technical Committee (for Ghana) or a Project Technical Committee (for Togo) with a mandate, composition and resources satisfactory to the Association.

#### Sections and Description

Ghana (Section IV of Schedule 2): The Security Management Plan shall be prepared, consulted upon, and adopted by the Recipient, no later than six (6) months after the Project Effective Date.

#### Sections and Description

Benin, Côte d'Ivoire and Togo – ESCP: Environmental and social specialists (and security specialist/focal points for Cote d'Ivoire) within Regional branches/offices shall be recruited not later than three (3) months after the Effective Date.

#### Sections and Description

Benin, Côte d'Ivoire, and Togo (Section IV of Schedule 2 of the Financing Agreement): The Recipient shall, no later than six months after the Effective Date appoint an external auditor with experience and qualifications satisfactory to the Association.

#### Sections and Description

Ghana - ESCP: Regional and District level environmental and social focal points within the Metropolitan, Municipal and District Assemblies (MMDAs) shall be appointed not later than six (6) months after the Effective Date.

#### Sections and Description

Benin, Côte d'Ivoire, Ghana and Togo - ESCP: The Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH) Prevention and Management Action Plan shall be developed, disclosed, and adopted no later than three (3) months after the Project Effective Date.

#### Sections and Description

Benin, Côte d'Ivoire, Ghana and Togo - ESCP: The Grievance Mechanisms shall be operational prior to the effective date.

### Conditions

Type	Financing source	Description
Effectiveness	IBRD/IDA	Benin, Côte d'Ivoire, Ghana and Togo: The Recipient has: (i) established and operationalized the Project Implementation Unit ("PIU"); and (ii) recruited or appointed at least a Project coordinator, an environmental safeguards specialist, a social



		safeguards specialist, a procurement specialist, a financial management specialist, a CDD specialist (for Côte d'Ivoire and Benin), a local economic development specialist (for Côte d'Ivoire), a senior accountant (for Benin), an accountant (for Togo), a deputy project coordinator (for Côte d'Ivoire) and a monitoring and evaluation specialist (for Côte d'Ivoire) to said PIU, as specified in the respective Financial Agreements and in all in accordance with the provisions of the Procurement Regulations.
Type Effectiveness	Financing source IBRD/IDA	Description Benin, Côte d'Ivoire and Togo: The Recipient has prepared, consulted upon, and adopted the Security Management Plan in form and substance acceptable to the Association.
Type Effectiveness	Financing source IBRD/IDA	Description Benin: The Recipient has prepared, consulted upon and adopted the Security Risk Assessment in form and substance acceptable to the Association.
Type Effectiveness	Financing source IBRD/IDA	Description Benin: The Delegated Management Contract has been duly executed and delivered, on terms and conditions acceptable to the Association, between the Recipient, acting through the Project Implementation Unit, and ABEGIEF.
Type Effectiveness	Financing source IBRD/IDA	Description Côte d'Ivoire and Benin: The Recipient has prepared a Project Implementation Manual satisfactory to the Association, in accordance with the provisions of the legal agreements.
Type Disbursement	Financing source IBRD/IDA	Description Ghana and Togo: The Recipient has adopted the Project Implementation Manual, as a disbursement condition for Category 1.
Type Effectiveness	Financing source IBRD/IDA	Description Benin: The Recipient has established technical secretariat for coordination of the Gulf of Guinea Northern Regions Social Cohesion Project (SETCO) within The President's Office General Secretariat.
Type Disbursement	Financing source IBRD/IDA	Description Togo: The Recipient has appointed and/ or recruited an accountant in each of the three (3) regional antennas, as a disbursement condition for Category 1.



Type	Financing source	Description
Effectiveness	IBRD/IDA	Côte d'Ivoire and Togo: the Subsidiary Agreement has been executed on behalf of The Recipient and The Project Implementing Entity.

---



## I. STRATEGIC CONTEXT

### A. Regional Context

1. **The Gulf of Guinea region<sup>1</sup>—Benin, Côte d'Ivoire, Ghana, and Togo—is witnessing a dramatic reversal in poverty eradication gains due to the coronavirus disease 2019 (COVID-19) crisis.** These countries earlier enjoyed impressive annual economic growth averaging over 5 percent in real gross domestic product (GDP) in 2018. However, this figure has fallen to an average of 1.4 percent in the last two years, with the region battling ongoing COVID-19 episodes, combined with limited access to vaccines.<sup>2</sup> This strain has depleted fiscal and monetary buffers, disrupted regional trade and mobility, shrunk local economies, and led to the loss of livelihoods and food insecurity. The pandemic is likely to have continued devastating ramifications on the extreme poor living on less than US\$1.90 per day, who form a significant percentage of the region's 76 million<sup>3</sup> population (as high as 50 percent in Benin and Togo)<sup>4</sup> and are disproportionately concentrated in the lagging northern areas.
2. **Poverty renders the northern areas of the Gulf of Guinea especially vulnerable to external fragility factors—chiefly, the spillover of fragility, conflict, and violence (FCV) risks from the Sahel.** At the immediate north of the target subregion, Sahel is one of the world's most fragile and risk-prone subregions. It suffers from chronic vulnerabilities (including entrenched poverty, impacts from climate variability and change, and underdevelopment), exacerbated in recent years by the virulent growth of extremist and armed groups that have instrumentalized intercommunity tensions and local grievances (especially among excluded youth to gain recruits) to spread across the porous borders. Since January 2012, there has been persistent violence and instability in Mali that has continued to radiate outward, rapidly metastasizing to the neighboring countries—Burkina Faso, Niger, and Chad. The conflict has evolved from a separatist rebellion in northern Mali to communal and extremist violence in wide swaths across the Sahel. In recent years, the region has already seen two coups in Mali, one coup in Chad, and one coup in Burkina Faso. Nonetheless, the region also saw the first ever civilian transition of power in Mauritania and peaceful elections Niger.<sup>5</sup> Unrelenting and surging violence by armed insurgent groups and criminal gangs in these countries in Sahel have resulted in a record-breaking 2.5 million internally displaced people in 2021,<sup>6</sup> quadrupling in just two years. The Sahel also hosts over 850,000 refugees.<sup>7</sup> The past five years have also been the most violent on record, with over 12,000 conflict events and 50,000

<sup>1</sup> The Gulf of Guinea region is located within the west and central African coastlines and the surrounding territorial waters of the Atlantic Ocean. In the context of this project, it refers to Benin, Côte d'Ivoire, Ghana, and Togo.

<sup>2</sup> IMF (International Monetary Fund). 2021. *Regional Economic Outlook: Sub-Saharan Africa*. Real GDP (annual percentage change) in 2018 for Benin is 6.7 percent, Côte d'Ivoire is 6.9 percent, Ghana is 6.9 percent, and Togo is 5.0 percent. Real GDP in 2020 for Benin is 3.8 percent, Côte d'Ivoire is 2.0 percent, Ghana is 0.4 percent, and Togo is 1.8 percent.

<sup>3</sup> According to the World Development Indicators, population (in millions) in 2019 for Benin is 11.8, Côte d'Ivoire is 25.72, Ghana is 30.42, and Togo is 8.8.

<sup>4</sup> According to the World Bank's Development Research Group, poverty headcount ratio at US\$1.90 a day (2011 purchasing power parity [PPP]) (percentage of population) for Benin is 49.6 percent (2015), Côte d'Ivoire is 29.8 percent (2015), Ghana is 12.7 percent (2016), and Togo is 51.1 percent (2015).

<sup>5</sup> CSIS (Centre for Strategic and International Studies). 2020. *CSIS Brief*. <https://www.csis.org/analysis/rethinking-crisis-responses-sahel>.

<sup>6</sup> <https://r4sahel.info/en/situations/sahelcrisis> (accessed October 2021).

<sup>7</sup> UNHCR (United Nations High Commissioner for Refugees). 2021. "Grim Milestone as Sahel Violence Displaces 2 Million Inside Their Countries." <https://www.unhcr.org/news/briefing/2021/1/600a92e4125/grim-milestone-sahel-violence-displaces-2-million-inside-countries.html>.





fatalities through June 2019.<sup>8</sup> There was also a near-doubling in violence linked to militant Islamist groups in the Sahel in 2021 (from 1,180 to 2,005 events) and an estimated 4,839 fatalities linked to these violent events in 2021 (17 percent higher than the previous year).<sup>9</sup> The boundaries between violent extremism, rebellions, intercommunal conflict, banditry, and self-defense groups are also increasingly blurred, with armed groups presenting themselves as an alternative to the State perceived to be absent, lacking legitimacy, and discriminatory or by offering their protection to vulnerable groups engaged in a self-defense dynamic (further feeding into a self-reinforcing cycle of violence). Compared to 2021, an increase of more than 40 percent in the number of people facing severe food insecurity is expected during the next lean season in 2022, with over 29 million people expected to face severe food insecurity in Sahel, including 8.1 million people in the Central Sahel.<sup>10</sup>

3. **The ability of violent extremist groups to exploit intercommunity tensions and structural fragilities to expand their operations is posing an increasing security challenge for the Gulf of Guinea countries that face serious threat of southward transmission of the rapidly escalating Sahel conflict.**<sup>11</sup> The Gulf of Guinea region is highly vulnerable as it shares certain FCV dynamics (see Table 2.1 in annex 2) such as the crisis of confidence in state institutions and the justice system<sup>12</sup> and security challenges, including poor civil-military relations, corruption, a lack of means and equipment, and poor border control. More than poverty and underdevelopment; exclusion or the perception of exclusion<sup>13</sup> rooted in unequal access to opportunity and discrimination of territories or groups in the northern Gulf of Guinea region have crystallized into frustrations and ethno-religious tensions. It also provides armed groups with fertile ground for the dissemination of incitements to liberation through violence by offering the marginalized the means to protect themselves and to contest or change the status quo. Moreover, the four Gulf of Guinea countries share communities with cross-border ethnolinguistic, religious, and family ties with neighboring Sahel countries. Thus, border porosity coupled with intense migratory flows of people, as well as shared economies, history, politics, and importantly frustrations, further accelerate the spread of extremist influence and violence, particularly at the peripheries of the turbulent Sahel countries. Extremist groups operating in the Sahel have also repeatedly promised to expand their operations and attacks into the Gulf of Guinea,<sup>14</sup> particularly given the significant financial and strategic incentives to move into these coastal states, such as access to ports, piracy operations, new illicit revenue streams, and the potential to stage attacks on Western interests.<sup>15</sup> With extremist armed groups increasing their attacks in Burkina Faso, there has been a rise of violent incidents at the border with the north of the Gulf of Guinea region, particularly in the north of Benin and Côte d'Ivoire. As a response to these threats, the four countries have reinforced border security with Burkina Faso, and joint operations are organized with transborder

---

<sup>8</sup> OECD (Organisation for Economic Co-operation and Development). 2020. *Geography of Conflict in North and West Africa*.

<sup>9</sup> Africa Center for Strategic Studies. 2022. *Surge in Militant Islamist Violence in the Sahel Dominates Africa's Fight against Extremists*.

<sup>10</sup> United Nations Office for the Coordination of Humanitarian Affairs. 2021. Food insecurity in Sahel has increased significantly over the past year.

<sup>11</sup> Afrobarometer. 2021. *Violent Extremism in Africa Citizen Perspectives from the Sahel Epicenter and Periphery*.

<sup>12</sup> According to Afrobarometer (2021), when asked how much they trust courts of law, Togolese were the least trusting; only 36 percent said they trust them 'somewhat' or 'a lot', while roughly half of the citizens in Côte d'Ivoire (51 percent), Benin (52 percent), and Ghana (57 percent) concurred.

<sup>13</sup> United Nations and World Bank. 2018. *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*.

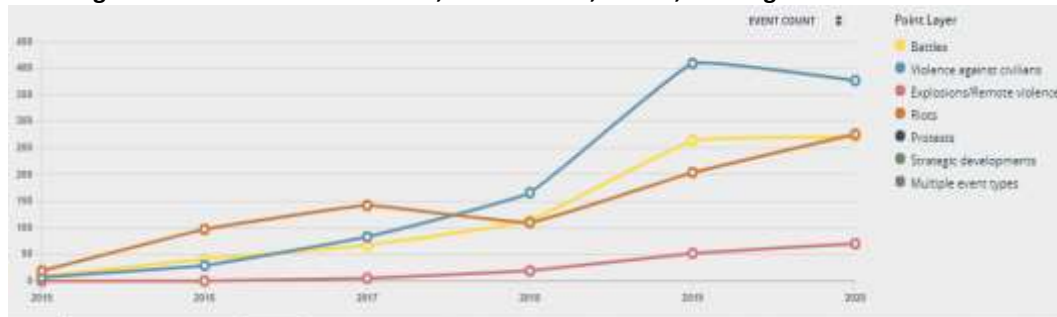
<sup>14</sup> International Crisis Group, 20 December 2019. *The Risk of Jihadist Contagion in West Africa*.

<sup>15</sup> Blake, J. 2020. *West Africa Increasingly Vulnerable to Terrorist Groups*. Foreign Policy. For example, Côte d'Ivoire experienced such an attack in March 2016 when three *Al-Qaïda au Maghreb Islamique* gunmen opened fire at a popular beach resort in Grand-Bassam, killing 19 and injuring 33 others.



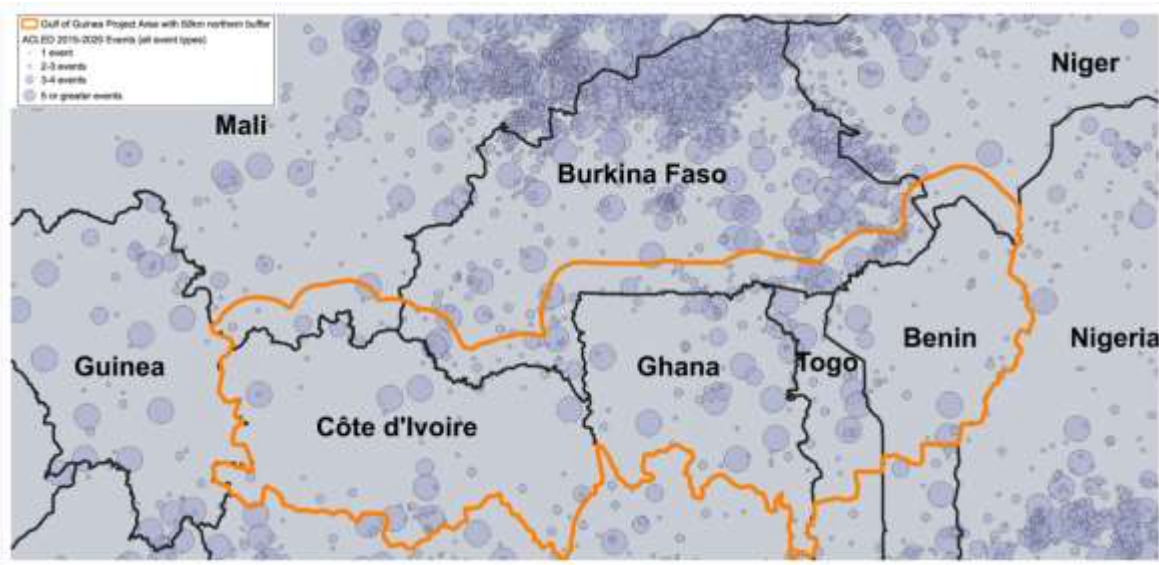
challenges and sometimes tensions. Figure 1 shows the conflict events in recent years in the Gulf of Guinea countries, while figure 2 illustrates the conflict in the northern areas of the Gulf of Guinea.

**Figure 1. Conflict Events in Benin, Côte d'Ivoire, Ghana, and Togo from 2015 to 2020**



Source: ACLED 2020.

**Figure 2. Total Conflict Events in 2015–2020 in the Gulf of Guinea and Surrounding Area (All Event Types)<sup>16</sup>**



Source: Data from ACLED 2020 and map by the World Bank.

4. **Climate change poses another regional threat multiplier to the target northern areas by compounding fragilities and conflict dynamics, particularly relating to access to natural resources and migration.<sup>17</sup>** Under current emissions scenarios, climate models project higher frequency and intensity of extreme weather events and a shift toward reduced frequency and increased intensity in precipitation in the coming decades, aggravating water shortages and food insecurity in West Africa.<sup>18</sup> The targeted northern areas of the Gulf of Guinea region are anticipated to see a significant increase in maximum temperature (figure 3) and more extreme changes in precipitation. These areas are already particularly vulnerable to the impacts of climate-related shocks, including drought and floods, given the high share of the population dependent on rain-fed agriculture and high poverty levels that limit their capacity to cope in the present

<sup>16</sup> Project intervention area and specific communities covered will be defined in the Project Implementation Manual (PIM).

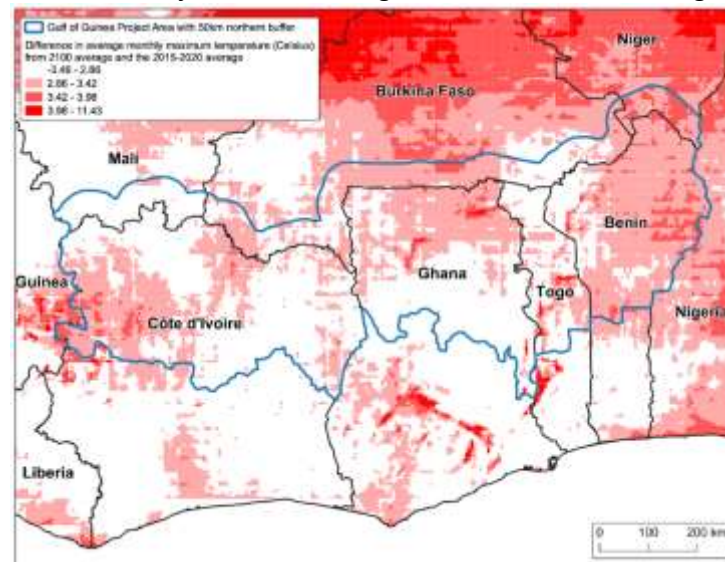
<sup>17</sup> Clement, Viviane, Kanta Kumari Rigaud, Alex de Sherbinin, Bryan Jones, Susana Adamo, Jacob Schewe, Nian Sadiq, and Elham Shabahat. 2021. *Groundswell Part 2: Acting on Internal Climate Migration*. Washington, DC: World Bank.

<sup>18</sup> International Water Management Institute 2021.



and adapt and build resilience to changing conditions over time. The impacts of climate change—expected to increase—coupled with high demographic growth disrupt Sahelian production systems and continually amplify the pressure on natural resources. Progressive desertification and scarcity of natural resources have also caused the need to change the transhumance routes with migrations from the Sahel countries to the north of Benin, Ghana, and Togo, further exacerbating local tensions. Climate change risks and impacts interact with and compound the effects of non-climate-related shocks like conflict and affect habitability and socioeconomic circumstances in ways that may force people to migrate in distress while simultaneously reducing their capacity to cope, adapt, and rebound.<sup>19</sup>

**Figure 3. Difference in Average Maximum Temperature (Celsius) from Projected 2100 Average and the 2015–2020 Average**



Source: Data from TerraClimate 2018 and map by the World Bank<sup>20</sup>

5. **Among all the regions, Sub-Saharan Africa is projected to have the largest number of internal climate migrants—as high as 85.7 million (4.2 percent of the total population) by 2050.**<sup>21</sup> In the Gulf of Guinea region, models suggest a migration into northern lagging regions, largely due to coastal flooding. Impacts associated with climate variability and change—and secondary impacts on water availability, livelihoods, food security, and climate-induced displacement—can provoke contestation over issues such as land tenure and increasingly limited access to natural resources.<sup>22</sup> These risks related to the FCV-climate nexus potentially aggravate existing intercommunity, religious, and intergenerational tensions in the north, as well as result in increasingly conflict-ridden relations between populations depending on livestock farming

<sup>19</sup> Clement et al. 2021.

<sup>20</sup> Map by the World Bank based on the following data: the 2015–2020 average is from TerraClimate (Abatzoglou, J. T., S. Z. Dobrowski, S. A. Parks, and K. C. Hegewisch. 2018. “Terraclimate, A High-resolution Global Dataset of Monthly Climate and Climatic Water Balance from 1958–2015.” *Scientific Data* 5: 170191). The 2100 projection average is from the NASA Earth Exchange Global Daily Downscaled Climate Projections (NEX-GDDP) (Thrasher, B., E. P. Maurer, C. McKellar, and P. B. Duffy. 2012. “Technical Note: Bias Correcting Climate Model Simulated Daily Temperature Extremes with Quantile Mapping.” *Hydrology and Earth System Sciences* 16 (9): 3309–3314). Climate scenarios used were from the NEX-GDDP data set, prepared by the Climate Analytics Group and NASA Ames Research Center using the NASA Earth Exchange, and distributed by the NASA Center for Climate Simulation.

<sup>21</sup> Clement et al. 2021.

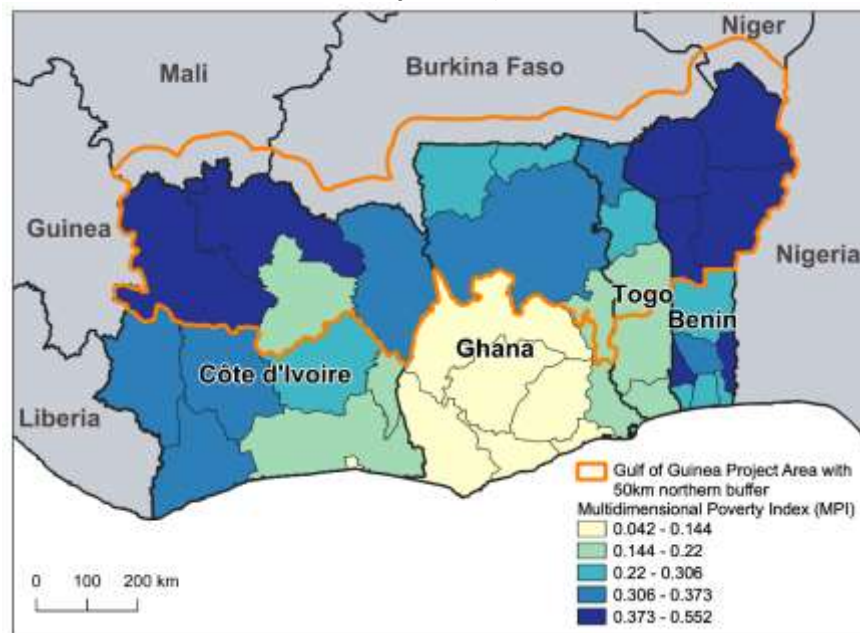
<sup>22</sup> Human Rights Watch. 2013. *Addressing Land Dispossession after Côte d'Ivoire's Post-Election Conflict*.



(pastoralists) and crop cultivation (cultivators), while their production modes had previously been complementary and interdependent.<sup>23</sup> This in turn breeds a fertile ground for frustration and extremist groups' infiltration and mobilization. These impacts of climate change also disproportionately affect marginalized groups such as minorities, youth, persons with disabilities, nomadic peoples, and particularly women who are mainly reliant on agricultural livelihoods economically and socially<sup>24</sup> and are mainly responsible for sourcing water for their households. Thus, needs are surging across the Gulf of Guinea where multiple crises converge, including external pressures of COVID-19, conflict, and climate change, compounded, and reinforced by long-standing structural fragility factors of poverty, exclusion, and weak governance, further entrenching poverty and inequality.

## B. Sectoral and Institutional Context

Figure 4. Multidimensional Poverty Index (MPI) in the Gulf of Guinea Region<sup>25</sup>



Source: Data based on Oxford Poverty and Human Development Index, and map created by the World Bank.

6. **The above-mentioned overlapping external challenges further worsen the shared structural fragility factors in the lagging northern areas of the Gulf of Guinea—which demonstrate stark spatial disparities compared to the south.** The south, which enjoys access to the sea and trade via ports, is more developed and densely populated than the landlocked north. The drier and drought-prone northern region also has less favorable agricultural conditions, despite having a larger share of the population working in agriculture.<sup>26</sup> These differences account for the stark north-south bifurcation of poverty—both consistent across and substantial within each of the four countries. While Ghana's national poverty rate is around 25

<sup>23</sup> World Bank. 2020. *Sahel Risk and Resilience Assessment for the Sahel*.

<sup>24</sup> Marc, A., N. Verjee, and S. Mogaka. 2015. *The Challenge of Stability and Security in West Africa*. Africa Development Forum. Washington, DC: World Bank; Agence Française de Développement.

<sup>25</sup> The project intervention area and specific communities covered by this project will be defined in more detail in the PIM.

<sup>26</sup> World Bank. 2017. *The Geography of Welfare in Benin, Burkina Faso, Côte d'Ivoire, and Togo*. Washington, DC: World Bank.





percent,<sup>27</sup> northern Ghana has poverty levels two to three times higher than the national average.<sup>28</sup> In Côte d'Ivoire, the northern and northwestern regions have poverty rates approximately 20 percentage points higher (60 percent poor), compared to the southern coastal areas (40 percent poor).<sup>29</sup> Similarly, in Togo, poverty in the far north is estimated to be more than three times as high as in the far south.<sup>30</sup> In Benin, poverty rates vary widely between 20 percent in the capital Cotonou and nearly 100 percent in the three most lagging communes (Cobli, Copargo, and Boukoumbé) in the north.<sup>31</sup> In addition, the size of households is generally the highest in the northern regions of the countries. Similarly, regional disparities are also observed in access to education, with the northern regions having the lowest rate of attendance. As figure 4 above illustrates, overall, MPI<sup>32</sup> exhibits higher scores moving northward.

7. **Feelings of injustice and marginalization in the north are reinforced by the climate vulnerability context and underinvestment in basic services (including water and sanitization)—in combination with weaker state presence and institutional capacity, as well as lack of citizen voice.** These lagging areas have been historically neglected, particularly due to their territorial isolation and lower population density, rendering poverty target programs<sup>33</sup> or investments in basic services (like electricity, health care, and education) and connectivity infrastructure in these areas more expensive. The relative lack of connectivity infrastructure in a context of high vulnerability to climate-related shocks and stressors can exacerbate food insecurity and make it challenging for the local population to diversify their income sources away from climate-sensitive and natural resource-degrading activities. Moving from the south to the north, the quality of life of the poor, as measured by the extent of food intake diversification, access to basic services, and housing conditions, decreases significantly.<sup>34</sup> The disparity between public services and the population needs has weakened the state-society social contract and potentially aggravates even more existing community tensions and FCV spillover risks, negatively affecting social cohesion.<sup>35</sup> The target countries are characterized by heavily centralized systems and decision-making processes, mostly concentrated in the capital and large economic and political urban centers along the coast. Thus, communities in the rural northern areas also share a common lack of voice and insufficient representation in decision-making processes, generating a sense of exclusion. This negative perception about the regional disparity may undermine state legitimacy in northern communities and thus its ability to mitigate locally based triggers of conflict due to intercommunity, religious, climate-related, and cultural sources of tension and growing numbers of youth with few prospects.
8. **The northern areas also have markedly lower-agglomeration economies and market access, which are instead clustered in the south around administrative and economic capitals and the coast.** Intra-regional trade remains low<sup>36</sup> largely because of infrastructure deficiencies (e.g., of all-weather roads) and institutional barriers (e.g., failure to coordinate commerce rules and regulations). Markets are

---

<sup>27</sup> UNICEF (United Nations Children's Fund). 2016. *The Ghana Poverty and Inequality Report*.

<sup>28</sup> <https://www.oxfam.org/en/west-africa-extreme-inequality-numbers>.

<sup>29</sup> *ibid.*

<sup>30</sup> *ibid.*

<sup>31</sup> *ibid.*

<sup>32</sup> Oxford Poverty and Human Development Initiative. <https://ophi.org.uk/multidimensional-poverty-index/>. The MPI represents a standardized approach of looking at relevant poverty dimensions such as health, education, and living standards, among others.

<sup>33</sup> World Bank 2017.

<sup>34</sup> World Bank 2017.

<sup>35</sup> United Nations and World Bank 2018.

<sup>36</sup> Just 8–11 percent within the West Africa region as a whole.



fragmented, staple food shortages—caused in part by the impacts associated with climate-related shocks and stressors like floods and drought, as well as changing climatic conditions—and price volatility are common, and per kilometer transportation costs are among the highest in the world. Furthermore, the time to export both for border and documentary compliances (176.6 hours) and to import (229.5 hours) is higher in West Africa than in almost any other regional economic union globally.<sup>37</sup> Although the northern areas feature limited market connectivity, there are existing border market networks that often serve as hubs of formal and informal economic activity for the cross-border circulation of goods and people.<sup>38</sup> Given that many of these areas also often share water, agricultural, and pastoral resources, this promotes the establishment of cross-border production and commercialization channels. By improving rural connectivity between regional markets, and increasing cross-border trade coordination among governments, this can stimulate more vibrant local economic activities and enable smaller agricultural producers to access a larger marketplace. Such strengthening of cross-border trade opportunities has also been shown to positively affect FCV-climate vulnerability dynamics, for example, in the Great Lakes Region (GLR), through improved social interaction and resilience of adjacent border communities to the impacts of climate-related and other shocks.<sup>39</sup> This underscores the importance of regional coordination (which is presently lacking), especially given the promising potential of cross-border cooperation and trade (including information sharing) in the area between Ghana, Togo, and Benin.<sup>40</sup>

9. **Cross-border regional trade is dynamic and represents a critical source of employment and income in the affected areas, especially for women.** Estimates<sup>41</sup> suggest that informal cross-border trade contributes substantially to the many African economies and is a source of income for about 43 percent of the total African population. Trade is dominated by informal trade and concerns mainly staple foods and low-quality consumer goods (clothes, shoes, and electronic appliances).<sup>42</sup> A study focusing on staple foods in West Africa indicates that livestock is the most important regionally traded staple food in value, followed by maize and millet.<sup>43</sup> Because of the flexibility informal trade affords, the small startup capital it requires, and the earning opportunities it offers where no other alternative is available, women make up the largest share of informal traders, representing 70–80 percent in some countries.<sup>44</sup>

---

<sup>37</sup> World Bank and Food and Agriculture Organization of the United Nations. 2021. *A Blueprint for Strengthening Food System Resilience in West Africa: Regional Priority Intervention Areas*.

<sup>38</sup> OECD and Sahel and West Africa Club. 2017. *Cross-border Co-operation and Policy Networks in West Africa*.

<sup>39</sup> Research of small-scale trade and conflict events in the GLR found that cross-border trade is strongly associated with reduction in conflict involving citizens and, in particular, gender-related violence. Cross-border trade can (a) enable agricultural producers to sell their goods more quickly, leading to more business and increased returns; (b) improve access to agricultural inputs (seeds and fertilizers) enabling rural communities to cope with shocks, including those related to climate variability and change, and enhancing their food security; (c) save costs and time for traders, thus raising incomes and enabling more time to be spent on other daily activities; (d) create a more competitive business environment, resulting in greater choice of product and lower prices for consumers; and (e) help dispel ethnic and other stereotypes thereby decreasing the possibilities for political or armed mobilization. As many of those who participate in cross-border trade are women, these benefits are more likely to be directly invested in the household, thereby further decreasing vulnerability to shocks.

<sup>40</sup> For example: OECD. 2019. “Women and Trade Networks in West Africa.”; and OECD and Sahel and West Africa Club 2017.

<sup>41</sup> Afrika, J. G., and G. Ajumbo. 2012. “Informal Cross-Border Trade in Africa: Implications and Policy Recommendations.” *African Development Bank Africa Economic Brief* 3 (10): 1.

<sup>42</sup> Torres, C., and J. van Seters. 2016. “Overview of Trade and Barriers to Trade in West Africa: Insights in Political Economy Dynamics, with Particular Focus on Agricultural and Food Trade.” Discussion Paper 195. ECDPM, Maastricht.

<sup>43</sup> Maur, Jean-Christophe, and Ben Shepherd. 2015. *Connecting Food Staples and Input Markets in West Africa: A Regional Trade Agenda for ECOWAS Countries*. World Bank. <https://openknowledge.worldbank.org/handle/10986/22276>.

<sup>44</sup> <https://unctad.org/news/what-future-women-small-scale-and-informal-cross-border-traders-when-borders-close>.



10. **Additionally, several research findings indicate that women are poorer than men, especially in West Africa.**<sup>45</sup> Women are more vulnerable and experience poverty more than men, as they lack the same access to economic opportunities, education,<sup>46</sup> health and productive resources (land, finance, and so on)—aggravated by the prevalence of early marriage and pregnancy.<sup>47</sup> Women’s time for economic activities is much more constrained as they must juggle multiple roles and the unequal burden of household responsibilities, including unpaid reproductive or caring labor, or the collection of water. This exacerbates their already limited mobility, choices, and resources, and they are often found in informal jobs with lower earnings, higher job insecurity, and less regulated working conditions.<sup>48</sup> Research shows that women in the region have unequal access to a variety of productive resources and inputs (such as credit, land, fertilizers/seeds, agricultural and livestock market information, farm labor, and livestock feed),<sup>49</sup> and women also face unequal returns (e.g., in terms of income and productivity) to their inputs (e.g., when agricultural extension services are tailored to men).<sup>50</sup> Furthermore, given men’s control over the labor of women, many women in West Africa may also be prevented by their husbands from working outside their matrimonial home<sup>51</sup> or have their earnings taken by their husbands.<sup>52</sup> Differential gender-based power relations constrain women’s voice both at home and in society, often excluding them from decision-making in their communities. For example, 26 percent of Togolese women (compared to 5 percent men) report not being able to make or participate in decisions affecting their health, household purchases, and freedom of movement.<sup>53</sup> Harmful social norms also persist with continued broad acceptance of domestic violence, even among women.<sup>54</sup>

<sup>45</sup> Dako-Gyeke, M., B. M. Iddrisu, and H. B. Baffoe. 2013. “Gender Considerations and Poverty Reduction in West-Africa.” *International Journal of Development and Sustainability* 2 (2): pp. 1549–1566.

<sup>46</sup> For example, only 46 percent of women in Côte d’Ivoire, are numerate versus 62 percent of men (Consultative Group to Assist the Poor’s 2018 Financial Inclusion Insights survey). Moreover, Ghana Statistical Service Multiple Indicator Cluster Survey (MICS) 2017/18 reports that 65 percent of Ghanaian women (15–49 years) compared to 79 percent of men are considered literate nationally. In the targeted regions; these averages drop to 38 percent versus 52 percent, respectively.

<sup>47</sup> In Benin, Demographic and Health Survey data 2017–18 show that on average marriage occurs around age 21 for women who completed secondary school while at age 20 for those who completed primary school and before age 19 for illiterate women. According to Côte d’Ivoire Economic Update 2017, World Bank estimates that one-third of young women between the ages of 15 and 19 have had at least one pregnancy. In Ghana, around one-quarter of girls in Ghana are married before they reach 18 years. In the targeted northern regions, that average increases by 10 percent (MICS 2017–2018). Based on UNICEF MICS 2017 Survey, the Savanes and Kara in the north have the highest rates of early marriage in Togo at 13 percent and 18 percent, respectively—more than double the national average of 6 percent for marriages under 15 years.

<sup>48</sup> International Labour Organization. 1997. “Breaking the Glass Ceiling: Women in Management.”; Adepoju, A. 2004. “Feminisation of Poverty in Nigerian Cities: Insights from Focus Group Discussions and Participatory Poverty Assessment.” *African Population Studies* 19 (2): pp. 141–154.

<sup>49</sup> For example, research points to greater unequal access to productive resources in northern Ghana compared to the south. (Ankrah D. A., C. Y. Freeman. and A. Afful. 2020. “Gendered Access to Productive Resources - Evidence from Small Holder Farmers in Awutu Senya West District of Ghana.” *Scientific African* 10.

<sup>50</sup> World Bank and ONE Africa. 2014. “Levelling the Field: Improving Opportunities for Women Farmers in Africa.”

<sup>51</sup> Dako-Gyeke Iddrisu, and Baffoe 2013.

<sup>52</sup> International Labour Organization. 1997.

<sup>53</sup> MPDAT (*Ministère de la Planification, du Développement et de l’Aménagement du Territoire*), MS (*Ministère de la Santé*) et ICF International. 2015. “Enquête Démographique et de Santé au Togo 2013-2014.”

<sup>54</sup> MPDAT (2015) reports that the lifetime physical and/or sexual intimate partner violence in Côte d’Ivoire is 25.1 percent. For Benin, MICS 2014 reported that 17 percent of men compared to 36 percent of women believe a husband may be justified in beating his wife. Furthermore, while one-third of Ghanaian women believe a husband is justified in beating his wife, half of the northern women hold that belief (MICS 2017–2018). UNICEF MICS 2017 Togo survey reported that 28 percent of women and 19 percent of men believe a husband is justified in beating his wife. This gap worsens in Kara and Savanes where half of the women and almost one-third of men hold this belief.



11. **Hence, the project will build on existing Government programs/ local development structures and the current World Bank's portfolio in the Gulf of Guinea, by leveraging sector programs and local delivery systems to promote a more integrated regional response to the aforementioned FCV/climate risks and sectoral challenges.** World Bank-financed operations in the region cover several sectors, including supporting access to basic services, agriculture, livelihoods, and youth, among others. National programs have also supported effective bottom-up approaches to development, by strengthening community-driven development (CDD) systems, reinforcing local government (LG) capacity, or supporting citizen engagement (CE) in the context of sector programs. This proposed regional project advances the work in four concrete ways. First, it introduces a regional lens to local investment by harmonizing approaches for community development to maximize cross-border impacts, including by providing a structured process and space for regional dialogue and lessons sharing. Second, it concentrates investments around vulnerable village<sup>55</sup> clusters, supporting multiple rounds of investment with a territorially coordinated approach to strengthen social cohesion as well as inclusive and climate-resilient local development planning. Third, it expands the geographic coverage in the northern lagging regions, focusing on a border area for positive regional spillovers. Lastly, the project will continue to leverage and build on existing programs in the Gulf of Guinea region for greater sustainability and impact (see annex 3).

### **C. Relevance to Higher Level Objectives**

12. **The project objectives are fully consistent with the strategic pillars of the Supporting Africa's Transformation: Regional Integration and Cooperation Assistance Strategy Update (FY21–FY23),<sup>56</sup>** namely (a) building regional connectivity; (b) promoting trade and market integration (via cross-border trade); (c) supporting human capital development (through empowerment of youth and women); and (d) reinforcing resilience. The project's focus on women is also aligned with the Gender Strategy for 2016–2023 of the World Bank Group (WBG) and its strategic objectives, particularly in increasing economic opportunities and enhancing women's voice and agency. The project is also well aligned with the World Bank's Strategy for FCV 2020–2025<sup>57</sup>, particularly its pillars on preventing violent conflict and interpersonal violence and mitigating the spillovers of FCV, as well as its strong focus on the nexus between FCV and climate change. Additionally, the project supports Pillar 2 (Protecting Poor and Vulnerable People) and Pillar 3 (Ensuring Sustainable Business Growth and Job Creation) of the WBG's COVID-19 Crisis Response Approach Paper<sup>58</sup> by promoting resilience and recovery. Finally, by boosting regional data and monitoring, as well as strengthening local capacities and infrastructure for climate resiliency, the project will also support the Africa Climate Business Plan Third Implementation Progress Report and Forward Look<sup>59</sup> strategic directions for scaled-up and transformational investments in key sectors and areas (including investing in human and social capital) and harnessing innovation, technology, and knowledge to drive resilience. The project is also aligned with the World Bank's Climate Change Action Plan (2021–2025) targets for improving resilience and adaptation and with Benin, Côte d'Ivoire, and Ghana's national commitments to build climate resilience in signing the Paris Agreement on April 22, 2016, and in the process of developing their National Adaptation Plans.

---

<sup>55</sup> In the context of Ghana, 'community' will replace the use of the term 'village' throughout the document. Thus, investments will be coordinated in community clusters in Ghana's context.

<sup>56</sup> Report No. 154458.

<sup>57</sup> Report No. 150916.

<sup>58</sup> Report No. 121912.

<sup>59</sup> Report No. 132749.





**13. The project is in strong alignment with the Country Partnership Frameworks (CPFs) and Risk and Resilience Assessments (RRAs) of the target countries which highlight the need to address gaps in service provision and connectivity between the leading south and lagging north:**

- **In Benin**, the project is aligned with the CPF's (FY19–FY23)<sup>60</sup> priority to address regional disparities, to support livelihood activities in the poorest regions and focus on reducing climate-related vulnerabilities and promoting economic competitiveness and productivity, especially among vulnerable groups. The project also supports the National Development Plan's (2018–2025)<sup>61</sup> goal of inclusive sustained growth of at least 10 percent by 2025 through the four strategic objectives of (a) developing healthy, competent, and competitive human capital; (b) sustainably increasing the economic productivity and competitiveness; (c) ensuring the sustainable management of the living environment, the natural environment, and the emergence of regional development poles; and (d) consolidating the rule of law and good governance. The project is also in line with the Government Action Program's (2016–2021)<sup>62</sup> three pillars: (a) consolidating democracy, rule of law, and good governance; (b) initiating the structural transformation of the economy; and (c) improving the living conditions of the population.
- **In Côte d'Ivoire**, the project is aligned with the latest CPF's (FY16–FY19, extended to end FY21)<sup>63</sup> focus area of building the human capital essential for economic development and social cohesion and directly contributes to the two cross-cutting themes of spatial inequalities and governance. It is also in line with the recommendations of the country's 2018 RRA to rebuild state-citizen trust and reinforce social cohesion, among others. It is also consistent with the National Development Plan (2020–2025) which is aimed at accelerating the pace of economic structural transformation, enhancing inclusive development, promoting human capital development, and moving toward more effective and participatory governance.
- **In Ghana**, the project is in line with the Country Partnership Framework (FY22–FY26),<sup>64</sup> particularly the focus area on promoting resilient and sustainable development, as well as the need to reduce disparities and inequality along the north-south divide. The project also supports the three pillars of the Government's Ghana@100 vision: peace and security, economic growth, and social development.
- **In Togo**, the project is consistent with the CPF's (FY17–FY20 extended to FY22 through the Performance and Learning Review)<sup>65</sup> focus area to strengthen governance and consolidate peace as well as promote environmental sustainability and resilience. It is also aligned with World Bank's 2015 Togo Fragility Assessment in emphasizing inclusive participation of the community in delivering small-scale basic services. The project is also aligned with the guiding principle of inclusion of the National Development Plan (2018–2022) and with the Government Road Map (2020–2025) through its three strategic pillars and ambitions to (a) strengthen inclusion and social harmony and consolidate peace; (b) stimulate job creation by building on economic strengths; and (c) modernize the country and strengthen its infrastructure.

<sup>60</sup> Report No. 123031-BJ.

<sup>61</sup> <http://www.mindbank.info/item/6869>.

<sup>62</sup> <https://beninrevele.bj/wp-content/uploads/2017/02/The-Summary.pdf>

<sup>63</sup> Report No. 96515-CI. The CPF was extended through the end of FY21.

<sup>64</sup> Report No. 157249-GH

<sup>65</sup> CPF: Report No. 112965-TG. Performance and Learning Review: Report No. 139734-TG



## II. PROJECT DESCRIPTION

### A. Project Development Objective (PDO)

14. The PDO is to improve regional collaboration and the socioeconomic and climate resilience of border-zone communities in the target northern regions of the Gulf of Guinea countries exposed to conflict and climate risks.
15. 'Gulf of Guinea countries', in the context of the project, refers to Benin, Côte d'Ivoire, Ghana, and Togo. To leverage regional impact and contribution, the target areas, including border areas of each of the target countries, have been discussed and agreed upon with Government counterparts based on recent statistics and other data on vulnerabilities (conflict and climate risks, sensitivity, adaptive capacity, and so on) and are detailed in the beneficiary section of the Project Appraisal Document (PAD).

#### PDO Level Indicators

- People having access to project-built or rehabilitated socioeconomic and climate resilient infrastructure and services (disaggregated by sex and youth) (Number)
- Beneficiaries surveyed reporting project investments reflected their needs (disaggregated by sex and youth) (Percentage)
- Number of new job opportunities created as a result of project activities (disaggregated by sex and youth) (Number)
- Beneficiaries reporting that project investments have positively contributed to increased trust among community members (Percentage)
- Percentage of actions implemented by each country of the agreed annual joint regional action plan (Percentage).

### B. Project Components

16. **The Gulf of Guinea's complex multisectoral FCV and climate-related challenges and a vision to prevent the further spread of such FCV and climate risks call for an integrated and holistic regional response.** Accordingly, the project offers interventions based on three principles: (a) regional threats require regional responses; (b) thinking regionally and acting locally - investments should be coordinated regionally, and implemented locally, following a CDD and climate-resilient approach adapted to each country context; and (c) investment targeting should be informed by solid vulnerability assessments and focused on strengthening social cohesion and resilience to climate-related shocks and stressors.
17. **Regional threats require regional responses.** Faced with shared *regional* threats, there is a pressing need for a coordinated *regional* solution to proactively prevent the further spread of conflict, reduce drivers of vulnerability to climate change, and manage regional disparities in these lagging northern areas. Given the strong cross-border political, cultural, and economic links, any success achieved by a single country



will risk being undermined if the challenges persist across neighboring borders. Thus, a purely national or militarized response is insufficient to address the expanding threat of violent extremism in the region.<sup>66</sup>

18. **Thinking regionally.** Although the Accra Initiative launched in 2017 by the Gulf of Guinea countries and Burkina Faso aims to address transnational organized crime and prevent violence spillover from the Sahel, there is no equivalent platform to foster a common understanding of shared development challenges that may contribute to the region's fragility. Thus, the project will support a regional approach in four key ways: First, the project supports regional coordination and dialogue among the four countries to harmonize investments in the lagging, climate-vulnerable northern regions, through the Regional Collaboration Platform. Regional dialogue, enabled by enhanced data sharing and regional knowledge, can spur learning and lead to improved public policies. Second, project investments target communities at or near border areas across the four countries, preventing 'public bads' from undermining national development. Lack of investments—in basic services, climate-adaptive resilience, and livelihood opportunities—in porous border areas can lead to out-migration and expose communities to FCV risks. Third, to counter low-agglomeration economies, an integrated territorial regional response which invests in border-area markets can leverage larger economies of scale by supporting foundational livelihood and integrated infrastructure investments. Given the small and fragmented nature of markets in the region, such a response will help enable vital local trade to continue and grow. In addition, investments in cross-border small-scale trade have proven to be factors that support resilience to shocks and stressors, including but not limited to those related to climate variability and change. Lastly, the project will support dialogue among LGs and communities across borders to share best practices and inform local planning.
19. **Acting locally.** While regionality is essential, it needs to be combined with a bottom-up, tailored approach in selecting investments which can promote a sense of inclusion and cohesion among the target local populations, as well as address underlying feelings of unfairness and grievances. Thus, while providing regionally coordinated investments, the project will finance locally adapted responses by placing beneficiaries at the driver's seat. This is important as while common challenges are well recognized at the Gulf of Guinea regional- and country-level dialogues, each of the target zones in the north presents different levels and sets of vulnerabilities, and the responses at the local level should be adapted to address the needs of those vulnerable populations. To do so, the project will not only place emphasis on capacity building of these key actors, but also adopt a CDD approach in close coordination with the LGs and decentralized structures of each country, by engaging communities, LGs, and other government stakeholders in identification, implementation, and monitoring of local-level investments. As part of this process, a participatory climate risk assessment that brings together climate science and communities' knowledge and perceptions of climatic changes and impacts will be undertaken to ensure that investment priorities are climate-resilient and support adaptation and mitigation objectives. By closely collaborating with LGs and looking at development opportunities at a level of a cluster of communities, the project seeks to have a concentrated impact on local economic development which could address the urgent needs of these marginalized communities, especially youth who are often frustrated by unemployment<sup>67</sup>

---

<sup>66</sup> Afrobarometer. 2021. *Violent Extremism in Africa Citizen Perspectives from the Sahel Epicenter and Periphery*.

<sup>67</sup> Without jobs, youths are often denied social goods and status associated with adulthood, which affect their voice and influence in their communities, creating sentiments of frustration and potential violence. Only about one-third of females and two-thirds of males in the 15–24-year age group are employed in West and Central Africa. Source: Izugbara, C. O., et al. 2017. *Young People in West and Central Africa: Health, Demographic, Education and Socioeconomic Indicators*. African Population and Health Research Center (APHRC).



and poverty, and risk falling into illegal activities and false promises of extremists.<sup>68</sup> Therefore, through the CDD approach, the project also supports the civil and political inclusion of youth which is critical to channel their energy and aspirations, create the space for self-expression, and transform potential frustrations into constructive local actions. In addition, the project will support the inclusion of pastoralist groups and women, also ensuring the gender dimension will also be integrated throughout the project.

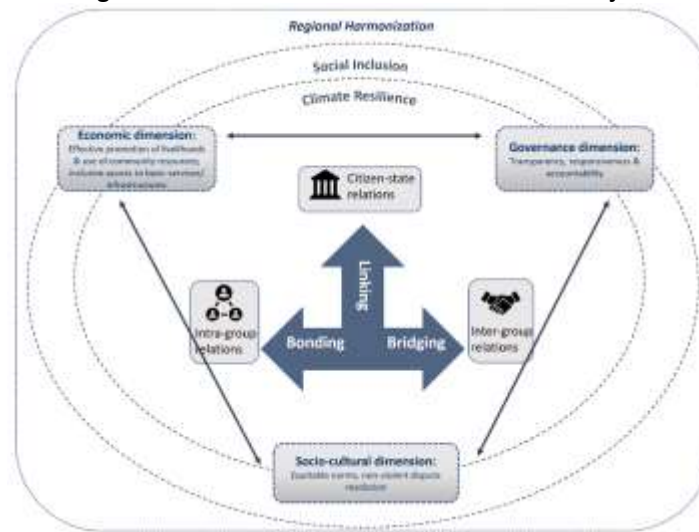
20. **Investment targeting.** The project's targeting strategy is anchored around a combination of vulnerability assessments, community-based mechanisms, and tailored interventions to strengthen social cohesion and climate resilience. At the country level, the World Bank conducted a rigorous vulnerability review of FCV and climate risks based on different administrative levels. Results of the review were combined with other important criteria such as communities bordering Sahel and neighboring countries, available budget envelope and coverage capacity to ensure development impact, and implementation feasibility to avoid a delay in demonstrating impact to beneficiaries. These reviews will be updated through the RCP activities to regularly inform the design of project activities. Zooming in at the community level of those identified vulnerable zones, the project will have various mechanisms to ensure that the most vulnerable members of the given zone benefit from the project, by combining village profiles where available, safety net and other government-possessed vulnerable population's data, and community inputs for the validation of such members. In addition, specific interventions to promote social cohesion and climate resilience will be supported to further strengthen intra-/intercommunity relations as well as the citizen-state relations.
21. **These guiding principles will allow the project to reinforce social cohesion within and between targeted communities and to strengthen the links between these communities and local state institutions, thereby mitigating FCV and climate risks.** Hallmarks of strong, productive social cohesion include (a) a sense of shared purpose and trust within and among communities; (b) high levels of trust in public institutions and representatives of the Government; and (c) a genuine willingness of communities to engage and cooperate with each other. Social cohesion includes both 'horizontal' and 'vertical' relationships: connecting individuals within a given community (bonding), connecting individuals across distinct communities (bridging), and connecting citizens to people or structures in a position of power (linking). At each stage—including diagnostic, design, implementation, and evaluation and the accompanying capacity-building activities—all three dimensions will be considered. The Social Cohesion Framework for the project is illustrated in figure 5.

---

<sup>68</sup> UNFPA (United Nations Population Fund). 2018. *Adolescents and Youth Report: West and Central Africa*.



Figure 5. Social Cohesion Framework for the Project



22. **Participatory approaches designed for the local level can reinforce both horizontal and vertical cohesion but only when they are sufficiently informed by the local contexts.** When this is not the case, there is a risk that an inadequate distribution of interventions may reinforce competition within or across communities or undermine disadvantaged groups' trust in public institutions. The goal of the interventions included in this project is not to fully remedy all grievances that exist within and between communities or that citizens have toward the state. Rather, it is to achieve sustained gains by carefully considering the full set of implications they may have for local social cohesion.
23. **Besides FCV risks, climate risks and sustainability will be a central part of the project's investments.** The project takes a multi-pronged approach by (a) building into local development planning and prioritization processes a participatory and science-informed climate risk assessment, and climate risk screening in community targeting of investments; (b) integrating climate-resilient design and practices in rehabilitating and maintaining structural investments; and (c) building knowledge, capacity, and supporting dialogue on climate change from the community to the regional level through participatory climate risk assessment and planning/monitoring in the CDD app and the regional coordination platform, among others. More detailed description of the context as well as the project's efforts to promote climate resilience and climate co-benefits are in annex 4.
24. **The Gulf of Guinea countries have not fared well in terms of gender equality and youth development, as is evident from the 2019 Gender Inequality Index<sup>69</sup> and the 2020 Youth Development Index (YDI) of the United Nations Development Programme (UNDP).<sup>70</sup>** To address the gender and youth inequalities, the project has integrated gender- and youth-sensitive interventions into the project components through

<sup>69</sup> The 2019 Gender Equality Index and global ranking of 189 countries for the Gulf of Guinea countries are as follows: Ghana 0.538 (ranked 135), Togo - 0.573 (ranked 145), Benin - 0.612 (ranked 148), and Côte d'Ivoire - 0.638 (ranked 153). Except for Ghana, all exceed the Sub-Saharan Africa average score of 0.570. <http://hdr.undp.org/en/content/gender-inequality-index-gii>.

<sup>70</sup> The Commonwealth's global 2020 YDI ranks countries between 0.00 (lowest) and 1.00 (highest) according to developments in youth education, employment, health, equality and inclusion, peace and security, and political and civic participation based on 27 indicators including literacy and voting and covers youth between the ages of 15 and 29. The 2020 YDI overall score and ranking (out of 181 countries) for the Gulf of Guinea countries is as follows: Ghana 0.608 (ranked 131), Togo - 0.575 (ranked 141), Benin - 0.547 (ranked 155), and Côte d'Ivoire - 0.457 (ranked 174). Benin and Côte d'Ivoire fell below the Sub-Saharan Africa average score of 0.549. [https://thecommonwealth.org/sites/default/files/inline/5023\\_V3\\_Book\\_lores\\_smaller.pdf](https://thecommonwealth.org/sites/default/files/inline/5023_V3_Book_lores_smaller.pdf).



actively boosting their roles in public life and community decision-making by supporting their participation in local development processes, empowering them to identify and prioritize investments, and engaging them actively in local dialogues and social cohesion events under Component 1. The project will increase their access to climate-resilient basic services, tailored socioeconomic resources, and cross-border trade opportunities. Socioeconomic empowerment will be supported through local capacity building (including gender- and youth-focused skills training) and inclusive targeting. The project will also support women- and youth-related research and regional activities under Component 3. In particular, through the CDD approach, the project will enhance women's agency and voice by promoting their strong participation in planning, design, implementation, and monitoring of subprojects, as well as closing gender gaps in representation in community-level committees (for example, equal female youth representatives). In addition, the project will support women with more and better jobs and livelihood opportunities by removing constraints that limit their time, mobility, choices, and resources. This includes securing job opportunities for women as part of infrastructure subprojects (including maintenance); increasing their income through the provision of targeted agricultural assets and services; gender-targeted support for market and cross-border trading, such as prioritizing assistance to women common interest groups (CIGs), childcare support, and lighting in markets to promote safety; and gender-focused trainings to enhance their skills, social networks, and capital (for example, women's leadership coaching, professional peer-learning opportunities; and women trader associations). This is accompanied by community sensitization conducted with women and their family/husbands promoting gender equality, in addition to gender-based violence (GBV) prevention and mitigation measures, training, and response mechanisms.

25. **Table 1 summarizes the project's people centered 'Think Regionally and Act Locally' Response to the region's shared FCV drivers and climate risks.**

**Table 1. People Centered 'Think Regionally and Act Locally' Response**

<b>Joint knowledge and Learning Agenda for Regional Strategic Coordination</b>	Support to regional knowledge exchange platforms to access timely and quality data and targeted analytics at the national and regional levels and inform—through regional development diplomacy—long-term strategies and priorities, including design of multiyear investments to combat FCV drivers sustainably in lagging regions. Greater strategic regional actions and cooperation can help the countries enhance long-term response to certain fragility drivers, shifting the focus from addressing symptoms to deeply rooted FCV drivers.
<b>People Centered Regional Investments</b>	Across national borders, regional community-centered platforms provide a consistent approach of bottom-up, inclusive, and participatory mechanisms that facilitate effective partnerships between institutions and communities for frontline services delivery and local development. This harmonized approach also offers the flexibility to engage communities where they are and develop customized solutions and maximize regional impact to common challenges, adapted to the community's specific needs and local contexts. Uncoordinated country investments in porous border areas can lead to out-migration and expose communities to FCV risks and are less likely to have an impact on regional prevention. In particular, the active participation of marginalized groups, such as youth and women, will be promoted in local development processes, and through targeted capacity building/ trainings.
<b>Integrated Territorial Development in Lagging Regions</b>	To counter low-agglomeration economies in northern lagging communities, those regional platforms support integrated territorial regional responses for local development and resilience. They do so by leveraging economies of scale through a cluster-based approach linking investments to border-area markets, creating the foundations to support local livelihoods through integrated infrastructure, and enabling vital local trade to continue and grow. Investments in cross-border small-scale trade have proven to be factors that support resilience to shocks and stressors, including but not limited to those related to climate risks.





<b>Social Cohesion and Prevention across Borders Areas</b>	The participatory design processes underpinning the identification of local investments seek to promote social inclusion, create local ownership, strengthen local institutions, and foster trust and accountability, making it a key feature of the regional approach. They target border-zone communities across countries, creating a common development buffer to FCV risks and preventing ‘public bads’ from undermining national development gain. In the absence of a regional operation, countries may opt to spread investments across a wider geographic area, lacking the incentive to concentrate investments near borders if unreciprocated by neighbors.
<b>People Centered Climate Resilience</b>	To address the region’s climate risks/fragilities, climate resilience will be embedded in the local development processes (for example, through participatory climate risk assessments and climate filters) to promote climate-smart local investments and practices and enhance development outcomes.
Examples of such an approach include the World Bank-financed Lake Chad Region Recovery and Development Project (PROLAC, P161706) and the Community-Based Recovery and Stabilization Project for the Sahel (P173830). These projects operationalize a ‘think regionally and act locally’ approach with regionally harmonized investments locally adapted to reflect the country’s existing institutional arrangements and local dynamics.	

26. **Based on the above principles and framework, the project is structured around four components designed to build on and enhance existing national portfolios related to CDD, agriculture, youth inclusion, and digital development** (see annex 3 on synergies with other World Bank operations). Considerations for regional impact and contribution are ensured across all the four components. 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	Benin	Côte d'Ivoire	Ghana	Togo	Total
Component 1: Investing in Community Resiliency and Inclusion	67.50	112.50	112.50	45.00	337.50
<i>Subcomponent 1.1: Community investments for strengthening local resilience and inclusion</i>	<i>50.63</i>	<i>84.38</i>	<i>84.38</i>	<i>33.75</i>	<i>253.13</i>
<i>Subcomponent 1.2: Strategic economic investments for climate-resilient economic development</i>	<i>13.50</i>	<i>22.50</i>	<i>22.50</i>	<i>9.00</i>	<i>67.50</i>
<i>Subcomponent 1.3: Youth engagement and social cohesion activities</i>	<i>3.38</i>	<i>5.63</i>	<i>5.63</i>	<i>2.25</i>	<i>16.88</i>
Component 2: Building foundation and capacity for inclusive and resilient communities	9.00	15.00	15.00	6.00	45.00
Component 3: Regional Coordination Platform and Dialogue	4.50	7.50	7.50	3.00	22.50
Component 4: Project Management	9.00	15.00	15.00	6.00	45.00
Component 5: Contingent Emergency Response Component (CERC)	0.00	0.00	0.00	0.00	0.00
<b>Total</b>	<b>90.00</b>	<b>150.00</b>	<b>150.00</b>	<b>60.00</b>	<b>450.00</b>

### **Component 1: Investing in Community Resiliency and Inclusion (US\$337.5 million equivalent)**

27. **This component will finance local-level investments to promote community resilience and inclusion in border areas, based on a territorial medium-term vision that is shared across the countries.** Those local-



level investments will be identified and implemented with communities, LGs, and targeted groups, who will have been trained under Component 2. Local investments will follow an integrated planning and implementation approach that should be aligned with medium-term territorial development vision of the target areas. By adapting a community-driven approach, complemented by key data and relevant studies, and informed by climate science, which considers cross-border opportunities and challenges, the component aims to support people in the target lagging regions to fully participate in their local development activities and to create inclusive and resilient communities with enhanced access to economic opportunities. Inclusion of women, youth, and other marginalized groups will be ensured through their representation (with a built-in design explained under each subcomponent) in decision-making at the community committees and overall planning and implementation processes. The project will also promote activities to enhance information sharing among isolated communities and border zones across the Gulf of Guinea subregion.

28. **Component 1 promotes an integrated approach to local development through complementary investments centered around the most vulnerable identified village clusters.** These clusters consist of groups of 8–12 neighboring villages per country, following existing administrative boundaries and/or shared economic territory and with an average population of about 8,500 people.<sup>71</sup> Concentrating investments at the cluster level is intended to maximize the project’s impacts and promote a cross-border approach for investments. To improve access to services for climate-vulnerable populations and enhance their resilience to shocks and stresses and their capacity to adapt to changing climatic conditions over time, project investments will target clusters of villages identified based on their vulnerability to climate and conflict risks. Within each cluster, communities will identify and prioritize their most pressing socioeconomic infrastructure needs (Subcomponent 1.1), economic opportunities linked to local markets (Subcomponent 1.2), and youth sociocultural priorities and aspirations (Subcomponent 1.3). This process will include a participatory climate risk assessment bringing climate science together with communities’ traditional knowledge, practices, and perceptions of climatic changes and impacts to help ensure that investment priorities are both climate-resilient and support climate adaptation, resilience, and risk mitigation objectives. At the village level, communities are expected to benefit from multiple cycles of investments from the different subcomponents, providing the foundations for inclusive community-driven processes to strengthen local ‘bonding’. These priorities will in turn be reviewed, screened for climate risks, discussed, and endorsed at the cluster level, promoting ‘bridging’ through dialogue and joint planning between different community groups. In addition, strategic market-based investments around the cluster’s center will be identified to serve as a pull factor for smaller neighboring communities to benefit from positive economic spillovers and local trade. Lastly, plans will be approved and integrated into local development plans (LDPs), ‘linking’ community activities to identified LG structures and building the capacity of LGs to support local planning and frontline service delivery and foster social cohesion. Allocations are calculated at the cluster level to promote equity across and within village clusters, optimize project resources, and ensure efficiency gains in local mobilization efforts by targeting resources to the most vulnerable areas.
29. **Investments under Component 1 will be sequenced to ensure a rapid and effective response to local risks.** During the first year, the project will leverage LDPs or sector plans, where available, to identify a long list of investments. This list will subsequently be narrowed down through consultations with

---

<sup>71</sup> Clusters for Togo, Benin, and Ghana will be based on cantons, arrondissements, and areas. For Côte d’Ivoire, where there is no administrative division between villages and LGs, it will consist of groups of neighboring villages measured by their distance to border areas.





communities and participating LGs to prioritize key interventions that will be financed in the first year. Where existing CDD systems are in place, those will be used to undertake participatory climate risk assessments and to identify investments. In parallel, the project will launch a more robust participatory CDD and climate-informed planning process and build local capacity to underpin the cluster approach for investments in years two-five.

*Subcomponent 1.1: Community investments for strengthening local resilience and inclusion (US\$253.125 million)*

30. **This subcomponent will support increasing access to local-level, climate-resilient, socioeconomic infrastructure** by financing community investments for the construction, rehabilitation, upgrading, and/or equipment of community infrastructure designed to enhance inclusion of women, youth, displaced persons, and people with disabilities in local development activities, including connectivity works; water, sanitation, and hygiene (WASH) stations; natural resource management and climate adaptation; energy; information and communication technology (ICT); and social structures. This will be elaborated in the following paragraphs.
31. **Community-level public infrastructure in vulnerable village clusters at or near border areas will be financed with the aim of preventing regional FCV risks and promoting positive spillovers.** The primary objective is to increase access to local-level, climate-resilient, socioeconomic infrastructure that responds to communities' most pressing needs. The approach is predicated on a CDD model, in which target communities will be involved in selection, prioritization, and planning of subprojects. To inform the selection of investments, communities and LGs would follow a participatory diagnostics process which would include a mapping and assessment of their climate risks and vulnerabilities. It is expected that about 65 percent of investments would support local climate adaptation. Investments will be managed by the village, LG, or Project Implementation Unit (PIU), with support from community facilitators to strengthen the social contract in areas where communities have seldom felt the presence of the state.
32. **The subcomponent will invest in the improvement, rehabilitation, upgrading, and/or equipment of small community infrastructure.** Communities can choose from an open menu of investments, providing the flexibility to address communities' priority needs. Water-related subprojects will only be eligible for financing when these are for the improvement or rehabilitation of existing schemes. Investments in new schemes that use or risk polluting water of international waterways will not be eligible. A negative list will demarcate the boundaries of communities' options. In addition to physical infrastructure, subprojects can include accompanying equipment support to ensure the operability and quality of local service, such as chalkboards, desks, and chairs for local schools; health equipment and supplies for community health dispensaries; and other similar items. To ensure sustainability, only those subprojects that can cover operating costs and can be maintained and staffed will be financed. Maintenance mechanisms will also incorporate resilience measures and climate-smart design (e.g., climate proofing; use of energy- and resource-efficient measures, such as installation of solar panels and light emitting diode (LED) lights; and use of rainwater harvesting techniques). Community subprojects will be designed to enhance inclusion of women, youth, displaced persons, and people with disabilities. In addition, investments will be prioritized and screened based on contributions to build resilience; climate change adaptation and/or mitigation; and improved natural resource management to ensure climate-smart investments. Eligible community subprojects include the following:
  - (a) **Connectivity.** Upgrading, rehabilitation, and/or expansion of all-weather rural roads (with measures such as drainage, erosion control, and embankment stabilization to promote climate resilience); cleaning, construction, or repair of culverts and other structures that are climate resilient and climate



proof; and cross-border climate-smart infrastructure (energy-efficient small lights, low-carbon electricity technologies, bridges, and so on) which can help mitigate climate and security risks. Activities will be screened to focus on climate-smart connectivity investments and support retrofitting of infrastructure to withstand climate/disaster risks, such as road repairs with water retention for ponds or reforestation and trees buffer on roadsides.

- (b) **WASH.** Climate-resilient and climate-proofed water and sanitation structures, including water reservoirs and water sources, supply pipes, ponds, community water supply system, pump houses and deep tube wells, drainage lines, water-efficient irrigation systems and infrastructure (for example, canals to prevent leakages and improve water availability), waste disposal and composting plants, and simple hygiene and sanitation systems (for example, latrines). Climate-adaptive and resilient water and sanitation investments are particularly relevant owing to the reduced frequency and increased intensity of precipitation expected in the region. Reduced precipitation may lead to water scarcity as boreholes run dry, while increased precipitation intensity can affect local sanitation as runoff water can contaminate local water supply and flooding may damage existing water sources. Climate-adaptive WASH investments optimize the location, design, and technology to protect communities' water supply.
- (c) **Natural resource management and climate adaptation.** Small irrigation canals, soil and water conservation measures, watershed management, flood control structures, emergency shelters, livestock mobility corridors, wells and boreholes, vaccination pens, community pond, tree nurseries, afforestation, soil preservation to improve soil fertility, restoration works, and regeneration of pasture lands to improve forage availability and carbon stocks.
- (d) **Energy and ICT.** Energy-efficient off-grid electrification (including solar power); ICT-based installations at the community powered by off-grid low-energy sources; and community-run radio and communication systems.
- (e) **Social.** Rehabilitation, extension, equipping, and climate proofing of social infrastructure, such as pre-schools, primary schools, secondary schools, literacy centers, and social centers, including accompanying furniture and equipment; basic health care centers or other common health services (for example, community health posts, community pharmacies, and so on), including initial stock of drugs for the clinics; and gender-specific investments, such as childcare facilities, to support women's economic activities, including promoting of cross-border trade. Climate proofing of the infrastructure/facilities will be supported.

33. **Resources will be allocated across four annual investment cycles at the cluster level, in alignment with existing country systems and LDPs.** The average estimated cost for community investment will range between US\$50,000 and US\$60,000.<sup>72</sup> The estimated costs are based on a review of comparable projects and unit cost of expected subprojects per country. Investment allocations will vary depending on the population of a given community and will be specified in the project's operation manuals. In total, the subcomponent is expected to finance about 4,613 subprojects across all four countries.<sup>73</sup> The total number of subprojects, designed to cover villages within identified clusters, reflects the project's targeted prevention focus and geographic coverage priorities. The targeting approach responds to the perceived risk of violent and extremist groups seeking to gain an operational foothold in marginalized communities

<sup>72</sup> For Benin, the average subproject cost is assessed to be US\$60,000 based on rising costs of materials and previous implementation experience through the ACCESS project. For Ghana, the average subproject cost is assessed to be US\$60,000 based on previous implementation experience through the Ghana Productive Safety Nets Project (PSNP).

<sup>73</sup> This includes the following number of subprojects: 844 in Benin, 1,688 in Côte d'Ivoire, 1,406 in Ghana, and 675 in Togo.



by providing basic services in exchange for loyalty and/or recruitments. By making communities the subject of their own development, strengthening links with the LG, and financing inclusive investments responsive to the most pressing local needs, the subcomponent seeks to strengthen communities' resilience to FCV and climate risks and improve social cohesion. In addition, subproject selection will emphasize investments that leverage synergies with planned intervillage local economic development activities under Subcomponent 1.2 to maximize impact and build greater local resilience. This could include, for example, developing communities surrounding a public market by improving access to basic services (such as water and sanitation), supporting access road to main arteries for increased market accessibility to improve climate-resilient livelihood opportunities, and other related complementary community infrastructure.

34. **Investments under this subcomponent will improve access to basic services that are critical for coping with and building resilience to climate-related and other shocks and stressors.** The local development planning and prioritization process will be guided by local climate diagnostics through participatory climate risk assessment, and a climate filter will be applied (such as to discuss climate dimensions in identifying risks and opportunities for climate-sensitive local investments). Construction and rehabilitation of community infrastructure will also integrate climate-resilient design practices. Rehabilitated buildings will be designed to cope with seasonal flooding, landslides, and temperature extremes, as well as rehabilitated with options for greater natural light for improved energy efficiency. Roads and electricity work will be supplied by renewable energy. Rehabilitated water supply systems and drainage canals will also help address water scarcity in the region using measures such as wastewater recycling for irrigation and rainwater harvesting and will support flood risk management. All proposed investments will be systematically screened for their contribution to improved natural resource management and climate change mitigation and/or adaptation.
35. **Investments under the subcomponent will employ local labor and expertise as much as possible during rehabilitation/works, especially for women<sup>74</sup> and youth, with involvement of local partners and mechanisms to promote sustainability.<sup>75</sup>** To ensure that project activities support local public health directives, including risks related to the COVID-19 pandemic and do not put beneficiaries or laborers at risk, the project will introduce a 'WASH standard' to any infrastructure that will be supported by the project.<sup>76</sup> By involving communities with a strong sense of ownership and by emphasizing climate resilience from the beginning, local investments can be better maintained (with proper mechanisms in place) and more sustainable.<sup>77</sup> Especially around the border zones, preventive measures to risks of sexual exploitation and abuse and sexual harassment (SEA/SH) will be discussed and integrated.

---

<sup>74</sup> The project will target having females represent 40 percent of the local laborers hired for the project activities.

<sup>75</sup> This could adapt the 'field school' approach that was found successful under the previous CDD project in Côte d'Ivoire, Emergency Post-Conflict Assistance Project (P082817), as well as an innovative 'Economic Reinsertion Groups for the Environment and Nature' (*Groupes de Réinsertion Economique pour l'Environnement et la Nature*, Green THIMO).

<sup>76</sup> For example, a handwashing facility to a market or a storage, and so on, also in line with any available country-level standard. For example, a decentralized local service delivery project in Benin has been working with sector ministries to develop a standard for community-driven infrastructures—and the project could benefit from those institutionalized standards.

<sup>77</sup> In addition to the abovementioned Green THIMO, to ensure regular and sustainable maintenance, youth can be mobilized using spatial lens to form a group to take responsibility for the maintenance of public works in partnership with local entities (the private sector and farmers associations) and agencies (*Agence de Gestion des Routes, Société de Développement Forestier*, and so on).



*Subcomponent 1.2: Strategic economic investments for climate-resilient economic development (US\$67.50 million).*

36. **This subcomponent will finance rehabilitation of existing rural primary markets in a selection of community clusters and developing economic activities to generate local employment and income through** (a) the expansion, rehabilitation, upgrading, and equipping of public local market infrastructure, including access roads, tracks, buildings, stalls, warehouses, storage and cold chain facilities, solar installations, energy-efficient lighting and security, parking and slaughter areas, weighing devices, waste management, and climate-smart water and sanitation infrastructure; (b) on-site economic activities carried out by CIGs, including treatment and processing workshops managed by local groups, savings and credit groups, and marketing cooperatives; and (c) in-depth studies of the needs and functioning of the markets and specialized technical assistance (TA) for community-level facilitators. This will be elaborated in the following paragraphs.
37. **This subcomponent aims to strengthen local resilience by investing in climate-adaptive economic opportunities.** Specifically, it will finance short-term income-generating activities to diversify rural livelihoods, as well as invest in local markets to build longer-term resilience to the adverse effects of climate change. These markets serve as potential pull factors to improve local livelihoods of vulnerable groups in targeted village clusters. Increased access to markets and robust economic activity are expected to help climate-affected populations diversify their income sources and mitigate food insecurity, induced and exacerbated by more frequent and prolonged droughts, temperature increase, and floods. The economic activity generated by the newly renovated rural markets will provide opportunities for women, youth, and vulnerable populations in the subregion, thereby contributing to their economic adaptation and inclusion, an important element in strengthening social cohesion. Particular emphasis will be given to the targeting of youth to strengthen their resilience and prevent maladaptive practices, including being lured by false promises of violent or illegal actors for alternative income-generating opportunities.
38. **The subcomponent will finance (a) the rehabilitation of existing rural primary markets (including livestock markets) in a selection of village clusters covered by Subcomponent 1.1 and (b) the development of climate-adaptive economic activities linked to these markets.** The subcomponent will provide grants covering costs associated with (a) the expansion, rehabilitation, upgrading, and equipping of climate-resilient public local market infrastructure that include solar panels/energy-efficient features—especially in border markets. This could include access road/track, buildings, stalls, warehouses, storage and cold chain facilities, solar installations/use of solar panels for renewable energy for market infrastructure, energy-efficient lighting for security (which will also promote women’s safety), parking and slaughter slabs, weighing devices, waste management, and climate-smart water and sanitation infrastructure and (b) on-site economic activities carried out by CIGs, including producer organizations (POs), to promote crop/livestock diversification and/or improved agricultural practices. This will allow CIGs and POs (including livestock farmers/herders POs) to invest for their members in income-generating activities such as product processing and grading, marketing, drought- and temperature-resistant seeds, selling of animal feed, and so on. The rehabilitation, upgrading, and equipping of public infrastructure in the local market will be climate sensitive and adaptive, with priority given to investments that also support climate mitigation, such as energy-efficient and climate-friendly technologies, including solar energy.
39. **Consistent with the project’s regional objectives, priority will be given to village clusters that include border markets and markets playing an active role in cross-border exchanges of goods.** With an average estimated cost of US\$150,000, the subcomponent will allow for about 428 local market investments



across the four countries.<sup>78</sup> A rapid assessment of existing rural markets was conducted, which confirmed the presence of a high number of local markets within the project's target area, confirming their strategic importance to support local adaptation by stimulating local trade. Consistent with the CDD approach, target communities, including local market groups (traders associations, market management committee, producer groups, agropastoral groups, and so on) will be responsible for identifying investment opportunities. Communities will undergo a participatory climate risk assessment process to ensure all selected investments support climate adaptation. The use of the CDD process for the identification of investments and their direct beneficiaries is expected to contribute to community cohesion through the realization of collectively discussed choices. The selected investments would be subsequently discussed and consolidated at the cluster level and integrated and prioritized by LGs. LGs may decide to concentrate the investment on networks of markets linked to larger marketing hubs and/or specific cross-border markets to promote regional trade and economic integration.<sup>79</sup> Investments will stimulate cross-border economic activities (including cross-border trade) which are active in the subregion.

40. **The subcomponent will contribute toward closing the gender gap in access to economic activities and agricultural resources.** Women are particularly sensitive to climate risks given their greater dependence on agriculture for their livelihoods. The subcomponent will support the targeted provision of agricultural assets and services tailored to meet women's differentiated needs and ensure female farmers and herders are adequately supported. Investments under this subcomponent will be accompanied by more targeted gender-focused training under Component 2 to facilitate networking, formation of associations and peer learning for female farmers and herders, women's leadership training/coaching, and community sensitization (for example, discussion groups with families) to promote gender equality and women's economic empowerment.

*Subcomponent 1.3: Youth<sup>80</sup> engagement and social cohesion activities (US\$16.875 million)*

41. **This subcomponent will foster social inclusion through** (a) the organization of social cohesion activities and events including sports and cultural, intergenerational and intergroup dialogues and collaboration events, community volunteering activities, and community awareness-raising activities and (b) the upgrading, rehabilitation, expansion, or repurposing of existing cluster-level community infrastructure such as land, facilities for cross-village youth-friendly recreational spaces, parks, community gathering spaces, sports facilities, and youth centers. This will be elaborated in the following paragraphs.
42. **It will finance youth-identified social cohesion activities and/or cluster-level community infrastructure.** This is with the aim of bringing together and empowering vulnerable youth with voice and agency to prioritize investments that benefit and matter to them and their communities. This also allows them to play a positive role to foster social cohesion and inclusion, build climate resilience, and prevent violence in their own and neighboring communities. This subcomponent will invest in (a) social cohesion activities and events and (b) climate-resilient and climate-smart upgrading, rehabilitation, and/or equipping of cluster-level community infrastructure—that are identified and prioritized by youth. Youth

<sup>78</sup> This includes local market investments per country: 68 in Benin, 150 in Côte d'Ivoire, 150 in Ghana, and 60 in Togo.

<sup>79</sup> The market assessment could be deepened by looking at food systems in the region. Balineau, Gaelle, Arthur Bauer, Martin Kessler, and Nicole Madariaga. 2021. *Food Systems in Africa: Rethinking the Role of Markets*. Africa Development Forum. Washington, DC: World Bank and AFD.

<sup>80</sup> Youth, as defined in the project, can range from 15 to 35 years. This will be specified in each country PIM.





representatives (targeted 50 percent female)<sup>81</sup> will choose from an open menu of investments (with a negative list<sup>82</sup>) at the village level, which will then be aggregated and discussed at the cluster level and also validated by the communities and local authorities. Investments that foster social cohesion and climate resilience will be prioritized, given the target areas' vulnerability to climate change as a threat multiplier aggravating social tension and driving conflict. Eligible community subprojects/activities<sup>83</sup> could include (but are not limited to) the following:

- (a) **Social cohesion activities and events.** This could include collaboration events that foster intergenerational/intergroup dialogues including around management of natural resources affected by climate change (e.g., water forum and herder-farmer dialogues), sports and/or cultural events,<sup>84</sup> community volunteering activities (e.g., community tree planting and environmental conservation activities like waste management), and community education/awareness-raising activities (e.g., on climate change adaptation and climate-resilient agricultural practice). A village could have village-level social cohesion activities or choose to pool resources together with one or more neighboring villages for combined social cohesion activities.
- (b) **Cluster-level community infrastructure.** Upgrading, rehabilitation, expansion, or repurposing of existing land/facilities for cross-village youth-friendly and green infrastructure, such as climate-smart parks, recreational spaces, community gathering spaces, sports facilities, and youth centers. The infrastructure will benefit more than one village in the cluster. All climate infrastructures will be climate resilient, include climate-smart technologies as well as be climate proofed (for example, parks with water-smart landscaping features), to contribute toward combating rising temperatures and minimizing flooding in the climate-fragile target areas.

43. **The average estimated allocation is around US\$5,000 for youth-identified social cohesion activities per village or up to US\$40,000 for youth-identified infrastructure investments per cluster for a single annual investment cycle.**<sup>85</sup> It could be sequenced to follow after an earlier annual cycle of investment under Subcomponent 1.1 to allow for learning gains. The subprojects prioritized by youth will be endorsed and integrated in LDPs, sectoral strategies, and/or regional/national strategies, as well as informed by local climate diagnostics/climate screening. Investments will be managed by relevant local institutions (including youth groups) and supported by community facilitations and partner organizations (like youth-related NGOs), depending on the country context. Investments under this subcomponent will employ local youth labor as much as possible for rehabilitation/construction works, with close involvement of local partners and mechanisms to promote sustainability. By placing youths in the driver seat of local development, the project will provide a structured civic and social space for youths to be engaged as active

<sup>81</sup> The selection and mobilization of youth representatives (with target of 50 percent females at the cluster level) will be tailored to specific country and local characteristics and articulated in the PIMs. This could include relying on community facilitators and/or existing list of vulnerable youth in target areas from government agencies serving youth, village development councils, youth committees and associations, and local nongovernmental organizations (NGOs).

<sup>82</sup> This will draw from the negative list in Subcomponent 1.1, as relevant.

<sup>83</sup> Similar to Subcomponent 1.1, only those subprojects that can have their operating costs covered and can be maintained and staffed will be financed to ensure sustainability. Community subprojects will be designed to enhance inclusion of women, youth, displaced persons, and people with disabilities in local development activities.

<sup>84</sup> Cultural events could include organization of local culture heritage games (such as Aji, mankala, and so on) that bring community members together. Activities can be organized in '*Arbre à palabres*' or community gathering places which can help strengthen intergenerational links.

<sup>85</sup> The estimated costs are based on a review of comparable projects and unit cost of expected subprojects per country. Investment allocations will vary depending on the population of a given community and will be specified in the project's operation manuals.



agents to meaningfully promote social cohesion, climate resiliency, and peace building across communities. Together with the overall approach of mainstreaming youth inclusion throughout project components, this subcomponent will contribute toward building positive youth identities, improving youths' and communities' resilience against extreme weather effects of climate change and FCV risks as well as strengthening horizontal social cohesion and trust with other community members.

**Component 2: Building foundation and capacity for inclusive and resilient communities  
(US\$45.0 million equivalent)**

**44. This component will support the following:**

- (a) Building capacity for community investments by strengthening the capacity of local stakeholders through supporting community mobilization and communication campaigns to raise awareness and inform target communities, as well as providing coaching and training on project implementation and development principles
- (b) Promoting local economic development through training and skills development, including by mobilizing a technical partner with expertise, to overcome key capacity constraints for CIGs and capacity development for effective and sustainable management of the renovated or upgraded market facilities, carrying out studies to map key actors, and organizing dialogues and knowledge-sharing forums for an inclusive territorial development of target areas
- (c) Supporting agency and voice of youth to help inclusion and community cohesion through training supported by digital tools and organizing intergenerational and intercommunity dialogues including peace-building leadership facilitated by partner NGOs or trained facilitators
- (d) Promoting social cohesion and prevention of violence by facilitating social conflict analysis, providing training on conflict management and reconciliation, and piloting community-level alternative dispute resolution (ADR) mechanisms and gender-focused and women's leadership coaching.

**45. This means that the project will finance various training and capacity-building activities that can build the capacity of local stakeholders to support or manage community-resilient and inclusive investments.** Specifically, activities financed by this component are designed to facilitate the investments under Component 1 and thereby strengthen local resilience to climate and conflict risks across the Gulf of Guinea countries. Activities are grouped in four key dimensions: (a) identify and implement subprojects under Component 1;<sup>86</sup> (b) create a base for climate-resilient local economic ecosystem with cross-border vision that can lead to medium- to long-term territorial development in the target northern region; (c) equip targeted youth in border communities with skills to engage in the project's activities; and (d) promote better understanding and practice of social inclusion and cohesion. The beneficiaries of this component will be the communities, LGs, community facilitators, local technical staff of line ministries and partners, and certain critical national-level stakeholders. Lessons learned of this component will also be shared across the countries under Component 3 activities. A list of types of training and capacity-building activities to be covered by the component includes the following:

- (a) **Capacity building for community investments to strengthen local resilience and inclusion.** This category will strengthen the capacity of local stakeholders to drive and participate in all stages of

---

<sup>86</sup> It is unclear whether social distancing measures will still be in place by the time of project implementation; the World Bank is actively considering the incorporation of communication technology that will enable remote facilitation.



annual investment cycles across the three subcomponents. Facilitators, in partnership with existing Government structures, will drive community mobilization and communication campaigns to raise awareness and inform target communities and groups of the project's objective, approach, and activities. Specific capacity building and coaching will also be provided on the implementation of the three subcomponents, including needs prioritization, proposal development, implementation of subproject, local-level financial management (FM) and procurement, participatory monitoring of activities, and maintenance arrangements. Climate awareness-raising, diagnostics, and filtering activities will be embedded as part of the planning process for the different subproject components to ensure selected investments address or adequately consider climate risks and support local adaptation.<sup>87</sup> Trainings would also cover key development principles that are critical to the project, such as on climate mitigation, social inclusion (gender, youth, and other marginalized groups), and CE, for those communities to take a more active role in their own development.

- (b) **Promotion of local economic development.** The project will facilitate two sets of activities: (i) training and skills development to overcome key capacity constraints for CIGs<sup>88</sup> to diversify and/or strengthen climate-resilient income-generating opportunities and (ii) capacity development for effective and sustainable management of the renovated/upgraded market facilities targeting strategic value chains. The latter will include strengthening of maintenance committees, setting up of effective agreements between LGs and market stakeholders on the use of market fees and dues for market maintenance and development purposes, preparation of costed and itemized maintenance plans, and so on. Activities to be financed could include mapping of climate-resilient value chains, key actors (such as producer groups, technical service providers, financial sectors, private sector partners, and entrepreneurs), and dialogues and knowledge-sharing forums to 'co-create' a vision for climate-adaptive and inclusive territorial development of the target area, based on assets, constraints (such as on land and property), opportunities, and 'rules of game'. Experience and progress of these activities will also be shared at the regional forum (under Component 3) across the countries to promote the regional vision. In relation to Subcomponent 1.2 activities, Component 2 will also finance the mobilization of a technical partner with expertise in supporting rural economic activities, strengthening CIGs, and managing and revitalizing rural markets. In addition, market community facilitators for the subcomponent (50 percent female) will be identified and trained to provide business mentoring to CIGs.
- (c) **Engaging youth in project-related and more publicly oriented activities to help inclusion and community cohesion.** The project will support agency and voice of youth especially in the areas where immediate economic opportunities are scarce. Youths will receive training and be deployed to undertake community facilitation and monitoring, supported by digital tools, or become videographers to document the project's CDD experience to then be disseminated to the communities as part of Component 3 activities. Intergenerational dialogue could also be a platform for community monitoring/social audits facilitated by partner NGOs or trained facilitators to allow communities to engage in examining the project activities and use of funds and raise any concerns

---

<sup>87</sup> For example, a recently completed pilot tool of 'Making communities and local development planning processes resilient to DRM and FCV risks in Guinea and the Lake Chad Region', in collaboration with the International Institute for Environmental Development, provides a base to be adapted to the Gulf of Guinea context.

<sup>88</sup> Such as business management and FM (book-keeping, financial literacy, and savings) as well as basic digital literacy to improve information asymmetries regarding local market or weather conditions. It could also include training on promoting climate mitigation, climate-smart agriculture practices and production, and the use of energy-efficient tools/equipment.





or questions they have in a public forum.<sup>89</sup> Another example will be to train the youth in peace-building-related leadership and decision-making to help improve their self-esteem and help other members of the communities (including elders) realize that the youth are also a source of resilience. This will promote the creation of more space for the youth to be included in broader public decision-making.<sup>90</sup> Youths could also help facilitate/participate in intervillage dialogues managing natural resources to mitigate climate change and conflict risks. By providing youths with opportunities to build a stronger sense of responsibility in public affairs and belonging to the community, the component is also expected to strengthen social capital and to potentially reduce their vulnerability to organized crime and/or violent extremism influences—as key pathways to potential FCV spillovers<sup>91</sup>—as well as positively affect investments under the other two subcomponents.

- (d) **Promotion of social cohesion and prevention of violence.** In this category, the project will build on global experience and good practice, with adaptations to the local context. An example could be to facilitate social and conflict analysis as an integral part of the inclusive local planning process to identify key FCV dynamics at the local level, based on which training on conflict management and reconciliation can be provided to address these without resorting to violence. This kind of approach can also help communities prioritize subprojects that can mitigate drivers of conflict (including climate risks and vulnerabilities and/or farmer-herder conflicts<sup>92</sup>). Recognizing that increased competition for natural resources<sup>93</sup> is a source of tension and conflict, the component will strengthen the capacity of communities to prevent and resolve these conflicts peacefully. Traditional local conflict prevention and management committees will be strengthened and/or established. To complement this approach and further prevent conflicts between herders and farmers, existing legal provisions (such as the agropastoral code) will be popularized. Regional pastoralist organizations (such as *Association pour la Promotion de l'Élevage en Savane et dans le Sahel* [APESS]) and national/local organizations can be contracted by the PIUs to play an active role in strengthening these local mechanisms and popularizing the existing legal texts. For Subcomponent 1.1 investments improving access to natural resources such as land, pasture, and water, the community facilitators will facilitate multi-stakeholder/-scale consultations (including nonresident communities such as transhumant herders and pastoralists) to reach social agreements on the best exact location of investments and on the use of common resources. This will be followed by the negotiation of social agreements for the proper management of the facilities and their sustainability, including the creation of management committees. Through this process, financed investments will be secured, while social conflicts will be avoided. Another activity that the project will pilot is a community-level ADR mechanism, building on relevant experience that each country has that can promote both vertical and horizontal social cohesion where there is a lack of trust in the justice system of the country (see Box 1 on ADR). This subcomponent will also include gender-focused trainings to reduce women's barriers to engaging in economic activities and employment. This could be in the form of, for example, women's leadership training/coaching, building on and facilitating networking, and formation of formal or informal associations of women traders to enhance solidarity and enable

<sup>89</sup> In the South Sudan Local Governance and Service Delivery Project (LGSDP, P160481) this kind of approach helped mitigate tensions in communities.

<sup>90</sup> South Sudan, LGSDP.

<sup>91</sup> Interpeace. 2016. *Beyond Ideology and Greed: Understanding New Forms of Violence in Côte d'Ivoire and Mali*. <https://www.interpeace.org/2016/11/ideology-understanding-violence/>.

<sup>92</sup> See, for example, a detailed case in Benin in Aceombessy, Felicien Donat E. T. 2019. *Transhumance and Conflicts between Farmers and Herdsmen: Links to Poverty and Inequality*. World Bank Poverty Global Practice. Washington, DC: World Bank.

<sup>93</sup> Somalia, Pact's PEACE II cross-border programming.



platforms for advocacy of women's rights and opportunities. The project will also encourage peer-learning opportunities among women in these different professions. Relevant discussion groups will be conducted with women and their family/husbands promoting gender equality—going beyond GBV to also cover women's economic empowerment.<sup>94</sup> Additional support to address adverse masculinity norms and help prevent and respond to SEA/SH could include training on norms change intervention (that includes the participation of men and boys),<sup>95</sup> as well as conducting mapping services and referrals for survivors of SEA/SH.

**Box 1. Alternative Dispute Resolution (ADR) Mechanism**

Evidence from several countries in West Africa suggests that the introduction of ADR mechanisms can be effective in promoting stability, particularly in contexts in which justice systems cannot adequately address high social tensions. By providing rigorous training in counseling and resolution to independent facilitators, ADRs can bridge the gaps between the formal system and traditional practices for conflict resolution. Wherever this type of intervention is launched, particular attention will be paid to the selection of these facilitators to ensure fairness and transparency.

- For Evidence from Liberia, see [https://www.nber.org/system/files/working\\_papers/w24482/w24482.pdf](https://www.nber.org/system/files/working_papers/w24482/w24482.pdf).
- ADRs have also been implemented by the World Bank in Nigeria: World Bank. 2016. *Engaging Citizens through Mediation in Kaduna State, Nigeria*. <https://openknowledge.worldbank.org/handle/10986/24939?locale-attribute=en>.
- For some overall description of the ADR in Africa, see Africa Center for Strategic Studies. 2011. "Alternative Dispute Resolution in Africa: Preventing Conflict and Enhancing Stability." <https://africacenter.org/publication/alternative-dispute-resolution-in-africa-preventing-conflict-and-enhancing-stability/#fn9>.

46. **The training and capacity-building activities will be gender sensitive and will consider the special needs of people with disabilities and other vulnerable groups.** Inclusion of key LG and other technical personnel will be ensured to improve their capacity to support communities and to strengthen positive relationship/partnership with community members.
47. **Implementation partners of each topic of the training and capacity-building activities will be contracted in each country, while the project will support local community members including youth and women to become facilitators where feasible.** Digital tools will be adapted to enhance the efficiency of the training and capacity-building activities and the participation of youth and local communities to play an active role to become trainers or facilitators with adequate support. More concrete plans for each country are available in annex 1.

<sup>94</sup> References on effectiveness of 'gender dialogues' and 'involving men' approaches not only on sexual and gender-based violence (SGBV) but also on women's economic empowerment can be found in, for example, Falb, Kathryn, Mazed Hossain, Rocky Kabeya, Estelle Koussoube, Milli Lake, Chloe Lewis, Rachael S. Pierotti, Danielle Roth, and Julia Vaillant. 2020. *Engaging Men to Transform Gender Attitudes and Prevent Intimate-Partner Violence in the Democratic Republic of Congo*. World Bank; and Innovations for Poverty Action. 2013. *Gender Norms and Economic Empowerment Intervention to Reduce Intimate Partner Violence Against Women in Rural Côte d'Ivoire: A Randomized Controlled Pilot Study*.

<sup>95</sup> For example, the Nigeria for Women Project (P161364) has a dedicated component on gender norms with strong participation of communities.



**Component 3: Regional Coordination Platform and Dialogue (US\$22.50 million equivalent)**

**48. This component will support the following:**

- (a) Establishing a regional coordination platform through (i) data collection and analysis by (A) creating an FCV database to improve understanding and monitoring of regional, national, and subnational FCV dynamics and climate change-related risks; (B) setting up a registry to map community-resilient, local economic development and youth investments; and (C) creating a research catalogue to support periodic identification and collection of existing FCV and climate change studies; (ii) knowledge generation by (A) conducting thematic studies to improve understanding of FCV dynamics in the region and inform policy and project implementation and (B) developing a monitoring tool to capture positive, neutral, and negative sentiment related to FCV issues; and (iii) dialogue building by organizing (A) an annual high-level regional forum and thematic workshops to discuss critical issues and strategic plans for addressing FCV risks; (B) regional talks featuring prominent local, national, regional, and international speakers to cover critical topics on Gulf of Guinea and FCV risk prevention with a broader audience; and (C) local institution dialogues among clusters of border communities.
- (b) Establishing a digital portal to mirror the regional coordination platform by providing digital visualization of its core activities and supporting actionable diagnostics to inform policy making; creating a mechanism to identify and support the piloting of innovative digital solutions to advance communities' socioeconomic resilience and inclusion and promote social entrepreneurs and enterprises; and developing a CDD application to support committees, facilitators, and LGs engagement and help communities build climate resilience.

**49. The component will therefore aim to strengthen regional collaboration across the four target countries to support a coherent response to prevent FCV risks and manage climate and disaster risks in the Gulf of Guinea.** The component will strengthen national capacity to engage and co-lead regional dialogue, including advancing a shared vision of the subregion in their involvement with existing regional institutions such as ECOWAS where they will be able to engage and share this vision with the bordering Sahel countries, the Community of Sahel-Saharan States, the West African Economic and Monetary Union (WAEMU), and the African Union, among others.

**50. Specifically, the project will finance the establishment of an RCP, structured around three key pillars:**

(a) data collection and analysis; (b) knowledge generation; and (c) dialogue building. Given the strong interplay of climate change effects and peace and security and how they are closely interwoven in the region, all activities under this component will support coordinated initiatives to build regional resilience to climate change and conflict risks. *Data collection* activities aim to enhance access to quality data and information to better understand complex regional and national FCV and climate dynamics. *Knowledge generation* activities will support evidence-based analysis for the development of regional/cross-border policy and for informing project implementation. *Dialogue-building* activities seek to improve regional cooperation by providing solid and neutral grounds for discussion, coordination, and planning. An illustrative list of activities across the three pillars is outlined in table 3.

**51. Implementation of activities will mainstream climate fragility and risks to support countries better understand the climate change-security nexus, promote regional coordination on climate change, and develop relevant action plans.** Other key regional topics such as transhumance conflicts, cross-border trade, climate-conflict vulnerability profiles, and economic opportunities (including lessons learned from project financed activities under Components 1 and 2) will also be shared and analyzed regionally as part



of data and research activities and as regional dialogues across the participating countries.<sup>96</sup> Activities will be phased to progressively strengthen coordination and implementation capacity. Activities will also be coordinated with ECOWAS to ensure synergies, especially when dealing with Sahel countries, and maximize impact. RCP activities will inform the implementation of other project components and provide key insights and lessons to strengthen the overall CDD approach and ensure strategic investments are regionally coordinated and impactful.

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

Pillar	Activities
<b>(a) Data collection and analysis</b>	<b>FCV/climate database.</b> Collection of relevant data and indicators to improve understanding and monitoring of regional, national, and subnational FCV dynamics and climate change-related risks, including security and climate vulnerability mapping, and exposure to climate and disaster risks. Data will be centralized on national digital portals, hosted by a Government agency (e.g., the National Institute of Statistics or an agency in charge of information and data systems) and shared regionally via backend systems. National stakeholders will use existing data sets and generate new ones through dedicated data collection efforts during implementation of Components 1 and 2. <sup>97</sup>
	<b>Investments registry.</b> A regional mapping of climate-resilient, local economic development and youth investments disaggregated by administrative level, sector, and partners. It will feature both investments financed by the project and other programs. The registry will include FCV/climate vulnerability profiles for communities (for example, proximity to conflict and climate change risks) and their access to key social services (for example, primary schools, health facilities, clean water source, roads, and markets). The aim is to track local economic development in each region to identify lagging communities, with a focus on border areas, and inform the project's activities.
	<b>Research catalogue.</b> Supports periodic identification and collection of existing FCV and climate change studies, including on local climate adaptation strategies, focused on individual countries or regions and displays them on the digital portal (the same portal hosting the FCV databases) to improve access to information and research. Key actionable messages will be extracted from the studies to move the research catalogue from a repository of documents to a living source of evidence that can inform the project implementation and policy decisions on FCV and climate change/mitigation at large.
<b>(b) Knowledge generation</b>	<b>Thematic studies.</b> Policy-relevant studies conducted to improve understanding of FCV dynamics and climate change in the region and inform policy and project implementation. A research agenda developed in partnership with universities or research centers will guide the thematic studies to be implemented through research grants and scholarships. Key themes addressing the climate change-security nexus include (a) governance and economic development; (b) natural resources and climate change, including research on climate-adaptive local solutions; (c) social inclusion (for example, of youth and women) and social cohesion; (d) regional trade and mobility; and (e) communal conflicts between and among farmers and herder groups.

<sup>96</sup> There are also regional and national organizations representing livestock herders in West Africa such as the APES (www.apess.org), Réseau Billital Maroobé (www.maroobe.com), and Réseau des organisations paysannes et de producteurs de l'Afrique de l'Ouest (www.roppa-afrique.org). They play an important role in representing the interest of this often-marginalized group, whom the project seeks to engage for data/research activities.

<sup>97</sup> Data collection could cover the following themes related to FCV: (a) governance and economic development; (b) natural resources and climate change, including the climate and security nexus; (c) social inclusion and cohesion; and (d) regional trade and mobility.



Pillar	Activities
	<b>Sentiment analysis.</b> Development of a monitoring tool to capture positive, neutral, and negative sentiment related to FCV and climate change issues (including on exposure, sensitive, and adaptive capacity to climate shocks and events) among communities. Opinion mining will combine printed media, radio voice to text, social media, and perception surveys. The use of a standardized tool will be coordinated at the regional level and customized to each country context. Countries will also develop a data-sharing agreement to identify what data can be shared regionally. Such data will help undertake regional analyses, and the findings can be shared among countries and featured on country digital platforms.
(c) Dialogue building	<b>Annual regional forum and thematic workshops.</b> An annual high-level event to discuss and agree on critical issues and strategic plans for addressing FCV and climate risks in the Gulf of Guinea and share lessons on the project implementation. In addition, findings of the thematic studies will inform discussions during the annual forum. The forum will be hosted and financed by the country that is chairing the Committee for Regional Coordination (CRC) in a particular year. <sup>98</sup> Moreover, smaller and more frequent thematic workshops can be organized to facilitate collaboration and knowledge sharing on specific thematic areas and locally relevant issues on the climate change-security nexus (for example, youth and women empowerment, local governance, farmer-herder conflicts, climate change mitigation, and adaptation measures).
	<b>Gulf of Guinea talks.</b> Regional ‘TED style’ talks featuring prominent local, national, regional, and international speakers to cover critical topics on the climate change-security nexus in the Gulf of Guinea with a broader audience. Partners could be local universities to leverage their auditoriums and enable youth and/or media stations to participate. The talks can be live-streamed, recorded, and featured on the RCP digital platform and other popular video/local media platforms.
	<b>Local institution dialogues.</b> Promotes experience sharing between border-area LGs and local institutions, including women and youth organizations, producer/commercial/trade associations, and farmer/herder organizations on climate change-security nexus (for example, conflict-sensitive natural resource management and climate change adaptation). Dialogues could be organized among clusters of border villages to help identify, prioritize, plan, and monitor subprojects and activities, including opportunities for cross-border trade and investments which can be supported by the project, as well as to encourage shared solutions to common climate risks by raising awareness on adaptation strategies. Knowledge generated through thematic studies, sentiment analysis, and field visits can be disseminated and support these dialogues, connecting citizens and local actors to the RCP.

52. **RCP activities will be regionally coordinated and nationally implemented.** The project will establish a CRC that will facilitate coordination and regular exchanges for core project activities. The management of the CRC will be financed under Component 4 and will support strategic decisions, such as coordination on the phased rollout of activities, data sharing agreements, research questions to prioritize, and thematic sessions of annual forums, to strengthen the regionality of RCP activities (financed under Component 3). The CRC will be mainly formed by key designated members of the National Steering Committees (NSCs), PIUs, and partner organizations that support the delivery of specific activities. The implementation of RCP activities will require the engagement of a range of stakeholders, including (a) universities and think tanks (particularly those from the Gulf of Guinea region); (b) international and regional organizations (e.g., ECOWAS); (c) development partners and organizations working in the region (e.g., French Development

<sup>98</sup> The forum presents an opportunity to involve regional organizations such as ECOWAS as well as development partners and other key stakeholders. Young people trained under Component 2 as videographers and monitoring and evaluation (M&E) agents to document community participation in local development and social cohesion activities can also contribute to share their productions during the annual forum.



Agency [*Agence Française de Développement, AFD*]); (d) local, regional, national, and technical government officials and policy makers (from the four countries); and (e) local NGOs, associations, and community-based organizations (CBOs). To support the research agenda, the CRC will support the establishment of an FCV regional research network through which regional/international partners and research institutes could be invited to participate (ECOWAS, African Center for Economic Transformation [ACET], Clingendael Institute, and so on). At the political level, the project will seek to engage ECOWAS, especially its Commission for Political Affairs, Peace and Security, on enhancing the regional systems to address FCV risks in the target countries.<sup>99</sup> More details on the implementation arrangements for this component are available in annex 1.

53. **Component 3 will also finance the use of digital innovations to underpin RCP activities.** A digital portal will be developed for each country to mirror the RCP investments by allowing the hosting of data, research, and key insights to influence investment decisions to strengthen resilience to climate change and conflict. The digital portal functions will mirror RCP investments by providing digital visualization of their core activities and supporting actionable diagnostics to inform policy making. Some examples of potential functions include (a) e-Catalog, creating a digital library of research and reports by region; (b) map composer and sector diagnostics, providing system-generated diagnostics drawing on an integrated data center to display information on key trends, gaps, and alerts to guide local investments; (c) a project tracker to identify the types of investments across the region; and (d) vulnerability clusters to identify communities most vulnerable to conflict and climate risks. In addition, Component 3 will create a mechanism to identify, nurture, and support piloting of innovative digital solutions within the countries to advance communities' socioeconomic resilience and inclusion and promote social entrepreneurs and social enterprises which have the potential for replication and scaling up through public-private-people partnerships benefitting the rural and vulnerable communities.
54. **In addition, a simple and innovative CDD application will be introduced to support community committees, facilitators, and LG engagement throughout annual investment cycles.** The CDD application will be customized to reflect the institutional arrangements and processes for each country. The digital tools will be gradually rolled out to ensure a simple user experience and modified as needed before scale-up. This application will help ensure a regular flow of information between communities and the Government; provide guidance throughout different subproject stages; support climate screening and planning; and enhance transparency on investments. Critically, the application aims to help translate climate resiliency to the local level by furnishing community facilitators with climate diagnostics/vulnerability mapping at the cluster level and provide key tasks to orient local actions that can support climate-smart planning. Collected data will also feed into the RCP to inform the regional dialogue on addressing FCV dynamics and climate change. Moreover, the application will also advance social inclusion objectives by tracking the needs of different groups. The component will finance software development, servers and hosting, training, and smartphones for community committees and facilitators.

#### **Component 4: Project Management (US\$45.0 million equivalent)**

55. **This component will support project management and coordination at the regional, national, and subnational levels** by covering the operating costs of planning, implementation, and technical oversight of project activities; environmental and social safeguards management and monitoring; FM and

---

<sup>99</sup> Coordination with ongoing regional initiatives, such as the United States Agency for International Development (USAID)-funded Reacting to Early Warning and Response Data in West Africa Project, will be prioritized.





procurement; preparation of work plans, budgets, and progress reports; and communication and monitoring and evaluation (M&E) arrangements, including the setup of a management information system (MIS) and a project beneficiary feedback mechanism.

56. **This component will enable effective implementation of project activities.** Project management areas covered by the component include planning, implementation, and technical oversight of program activities; social and environmental safeguards management and monitoring; overall FM and procurement; preparation of work plans, budgets, and progress reports; communication and public awareness campaigns; M&E arrangements, including the setup of an MIS; setup and management of a project beneficiary feedback mechanism; and measures for enhanced transparency and accountability including potential use of ICT platforms. Coordination activities will support the establishment and operation of a CRC, NSCs (or Project Oversight Committee [POC] for Ghana), and technical national and subnational committees. The component will finance CRC and PIU staff-related costs; operating costs, including equipment, vehicles, fuel, and office space at the national and regional levels; communications costs; targeted national and regional capacity-building activities to strengthen overall project management; and operating costs related to the procurement, supervision, auditing, and evaluation.
57. **The component will support CRC coordination activities and finance the four national PIUs, including their regional antennas (RAs), to facilitate the overall project management.** Relevant Government agencies at the regional, national, subnational, and local levels will be involved in the implementation process with adequate capacity-building support. The CRC will be chaired on a rotating basis by each of the four countries. The country chairing the CRC will assume its secretariat functions and costs. Selected members from the national PIU will be seconded to staff and participate in CRC activities to support regional coordination and harmonization of activities. Data produced under Component 3 will support CRC coordination and feed directly into national supervision and oversight. The component will also strengthen the PIUs' capacities to monitor project activities, including engagement of civil society organizations (CSOs) and communities in participatory climate risk assessment and monitoring of agreed action plans to strengthen climate adaptation and mitigation through identified project investments.
58. **Project management will be done in close coordination with security forces, given the potential risks of operating in vulnerable and remote communities at or near porous borders with the Sahel's conflict-affected areas.** Social risks, including on human security, will be regularly monitored by the PIUs using a system that includes monitoring and mitigation mechanisms at the community, subnational, and national levels as well as leveraging ICT and other innovations for remote monitoring. A security protocol for the PIU staff and beneficiaries who participate in the project activities will be detailed in the Project Implementation Manual (PIM).

#### **Component 5: Contingent Emergency Response Component (CERC) (US\$0)**

59. **This zero-budget component will serve as a contingent emergency funding mechanism that could be triggered in the event of a natural or man-made disaster and/or health crisis** such as pandemics through formal declaration of a national emergency or upon a formal request from the respective Governments. In the event of such a disaster/crisis, funds from the unallocated expenditure category or from other project components could be reallocated to finance emergency response expenditures to meet urgent needs. The operations manual will describe in detail the implementation arrangements for the immediate response mechanism.



### C. Project Beneficiaries

60. The project is expected to cover approximately 4,613 communities across the northern Gulf of Guinea subregion over five years, which are estimated to be home to about 3.4 million in Benin, 3.67 million in Côte d'Ivoire, 6.2 million in Ghana, and 2.74 million in Togo. The project's direct beneficiaries will be populations and LG stakeholders in selected intervention areas in the four countries, with explicit efforts to target vulnerable youth and women. The following regions of each country will be covered:

**Table 4. Targeted Areas in Each Country**

Country	Regions/Departments
Benin	Alibori, Atacora, <sup>100</sup> Borgou, and Donga
Côte d'Ivoire	Bafing, Bagoue, Bounkani, Folon, Gontougo, Kabadougou, Poro, Tchologo, Bere, and Worondougou <sup>101</sup>
Ghana	Northern, North East, Oti, Savannah, Upper East, and Upper West
Togo	Savanes, Kara, and Centrale

### D. Results Chain

61. The project's proposed results chain/theory of change is illustrated in figure 6.

### E. Rationale for World Bank Involvement and Role of Partners

62. **The World Bank has been instrumental in addressing certain drivers of conflict and fragility in promoting inclusive development, resilience, and stability in the broader West Africa region—and increasingly through regionally coordinated solutions.** While many government agencies and partners have focused on insecurity and addressing extremism in the Sahel, there have been fewer investments targeting the prevention of further spillovers, through strengthening resilience and promoting local development in bordering countries/areas. Likewise, although there have been Government efforts to improve socioeconomic conditions in the lagging regions, they lack coordination and focus, resulting in sporadic outcomes across the region thereby necessitating more strategically and territorially coordinated investments. The regional nature of the complex multidimensional challenges that persist in the Gulf of Guinea cannot be tackled holistically without close coordination with key partners. The project will work or ensure coordination with key partners, including (a) UN organizations (for example, UNDP, UNICEF, and Food and Agriculture Organization); (b) international and bilateral development organizations or donors, including those implementing projects in the project's targeted areas, such as the German Agency for International Cooperation (*Deutsche Gesellschaft für Internationale Zusammenarbeit*), the German Development Bank (*Kreditanstalt für Wiederaufbau*), AFD, and USAID; (c) regional organizations (such as ECOWAS and WAEMU); (d) international and national NGOs (for example, *Aide et Action Internationale*, Plan International, Indigo, and Equal Access International); and (e) universities and research institutes (for example, Institute for Security Studies, ACET, Clingendael Institute, Parakou University in northern Benin, University of Peleforo Gon COULIBALY of Korhogo in Côte d'Ivoire, University of Ghana in Accra, and University of Kara and University of Lomé in Togo).

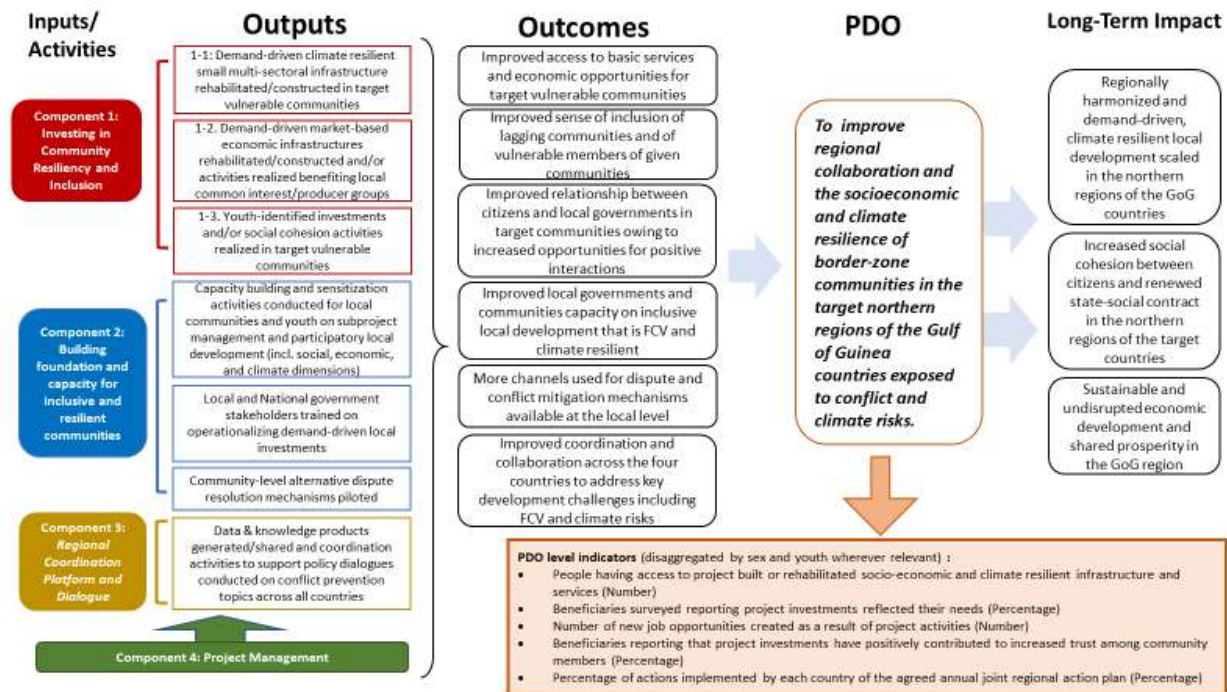
<sup>100</sup> The specific communities that will be covered by this project will be defined in more detail in the PIM.

<sup>101</sup> The project will first cover Bafing, Bagoue, Bounkani, Folong, Gontougo, Kabadougou, Poro, and Tchologo, which are at the border with Sahel and other countries, to ensure concentration of investments and feasibility of implementation while vulnerable villages in Bere and Worondougou can also be covered subsequently.





Figure 6. Results Chain/Theory of Change



63. **With its convening strength, neutral stance, and credibility and influence with the various Governments, the World Bank is uniquely positioned to help spur Governments and stakeholders in the region to move beyond national interventions to better prevent and mitigate regional, national, and subnational drivers of fragility through a more regionally coordinated approach.** This will be facilitated through the establishment of the RCP under this operation, whereby improved access to reliable and comparable regional data on fragility (currently absent or lacking) can help catalyze improved understanding of the shared cross-border challenges and support evidence-based regional dialogue and decision-making. Furthermore, the World Bank can draw from its comparative advantages in its vast regional, global, and multisectoral expertise with projects on CDD, locally led climate action, local economic development, transport, climate resilience, and youth/women empowerment, as well as its rich operational experience in fragile settings, to enhance project implementation effectiveness. The project will also be developed in coordination with other existing/pipeline World Bank-funded national and regional operations (see annex 3) to enhance the overall development impact.
64. **Thus, the World Bank can offer a unique set of technical, coordination, and financial support to the Gulf of Guinea countries to more systematically promote local economic development as well as social resilience and cohesion in the lagging regions.** The operation will also help pave the way for the World Bank's longer-term commitment in the region to further build community resilience against conflict and climate fragility. This sends a strong signal to regional institutions and countries, as well as to development partners, that continued and regionally integrated investments to address borderless FCV challenges are critical, given their far-reaching impacts on conflict prevention, climate adaptation, women and youth empowerment, livelihoods, and food security, among others.



## F. Lessons Learned and Reflected in the Project Design

65. **The proposed regional operation reflects key lessons learned with respect to community development in preventing conflict in lagging regions.** It benefits from the evidence from analytical work, international good practice, experiences of relevant projects under implementation in the four countries,<sup>102</sup> and lessons learned from multisectoral CDD-based projects implemented in weak institutional capacity environments.<sup>103</sup> Key lessons include the following:
66. **For true regional benefits, it is necessary to secure the commitment of multiple countries through high-level development diplomacy and articulate an overall strategy to drive operational work at scale.** Evaluations of existing World Bank regional integration programs<sup>104</sup> point to the need to capitalize on the World Bank's convening strength to bring together various stakeholders (including development partners, academics, regional entities, and state actors) to foster country commitments in finding regionally integrated solutions that can be implemented at scale. The operation will support the RCP which will build evidence on spillover effects and promote high-quality analytical work and data sharing that will allow a better design of activities, as well as regional dialogue in driving a clear strategic and coordinated approach for operational action in the four countries in preventing the spillover of FCV risks from the Sahel and managing regional public goods, for example, cross-border trade. The link that will be built with the Sahel Knowledge Management Platform will facilitate a better understanding of conflict extension dynamism and allow interactions with the Sahel border countries.
67. **Investing in aggregation and integration—by building on economic clusters of existing markets for strong economic mobilization, particularly of cross-border trade—can support conflict prevention and regional integration.** The project is designed to build longer-term economic sources of resilience by taking an integrated approach in investing strategically in targeted clusters of local markets (including complementary productive infrastructure), particularly to facilitate cross-border trade. Cross-border has also strongly associated with the reduction in conflict involving citizens, as it can help vulnerable populations (especially the majority of small-scale traders who are women) access goods and services, thereby enhancing incomes, productivity, food security, and resilience against shocks.<sup>105</sup> In such FCV environments,<sup>106</sup> cross-border trade and social activities such as sport and cultural events (potentially intervillage and cross-border) not only promote economic and social recovery but also help dispel

<sup>102</sup> Ghana: Ghana PSNP-1 (P164603) and 2 (P175588), Ghana Secondary Cities Support Program (P164451), and Community-based Rural Development (P081482) project; Togo: Safety Nets and Basic Services Project (P157038); and Employment Opportunities for Vulnerable Youth Project (P157036); Benin: Benin Youth Inclusion Project (P170425) and Community and Local Government Basic Social Services Project (P163560); Côte d'Ivoire: Emergency Post-Conflict Assistance Project (P082817); Côte d'Ivoire Support to Nutrition Sensitive Agriculture and Capacity Development of Small and Marginal Farmers (P155081) and Côte d'Ivoire Emergency Youth Employment and Skills Development Project (P122546), among others.

<sup>103</sup> Myanmar National Community Driven Development Project (P132500), Ghana's Community-based Rural Development (P081482) project, Development Response to Displacement Impacts Project in the Horn of Africa (P152822), PROLAC (P161706), the Central African Republic - LONDO Project (P152512), Tajikistan Socio-Economic Resilience Strengthening Project (P168052), Afghanistan's Third National Solidarity Project (P159307), and so on.

<sup>104</sup> Report No. 121912-AFR. World Bank. 2018. *Supporting Africa's Transformation: Regional Integration and Cooperation Assistance Strategy for the Period FY18–FY23*.

<sup>105</sup> Brenton, P., and S. Carmine. 2018. "Small-Scale Cross-Border Trade in Africa: Why It Matters and How It Should Be Supported." *Bridges Africa* 7 (4). See also World Bank. 2020. *Monitoring Small-Scale Cross-Border Trade in Africa: Issues, Approaches, and Lessons*; OECD 2019; and OECD and Sahel and West Africa Club 2017.

<sup>106</sup> For example, in the GLR under the Great Lakes Trade Facilitation (P151083) Project.



stereotypes and generate solidarity between border communities, decreasing the possibilities for political or armed mobilization and thus critically contributing to promoting peace and stability.<sup>107</sup>

68. **Furthermore, adopting a territorial lens will allow project investments to be coordinated to better tackle spatial inequalities in underserved and poorly connected regions.** By integrating both a regional- and community-centered approach, the operation allows for a coordinated territorial development approach that can amplify place-based sector-specific investment (synchronized with complementary sector investments and strategic sequencing) and can be tailored to local endowments, opportunities, and constraints. Learning from ongoing activities on the territorial approach,<sup>108</sup> the operation will seek to leverage complementarities with development interventions and sector/development plans to support spatially coordinated multisectoral investments.
69. **Locally led climate action.** The project incorporates lessons and design features related to locally led climate action and the role of CDD in strengthening climate resilience. The World Bank has decades of experience investing in CDD, including integrating climate and disaster risk management into large-scale CDD programs in the Philippines, Indonesia, and Bangladesh, among others.<sup>109</sup> The project design is also informed by the most recent first national scale of devolved climate finance in Kenya through the Financing Locally-Led Climate Action Program (P173065) which strengthens LGs to partner communities in understanding and identifying solutions to climate risk, while establishing county-level climate change funds to invest in the actions they prioritize to adapt to climate change. The project design also reflects global learning on locally led climate action approaches, including the eight Principles for Locally Led Adaptation Action.<sup>110</sup> Information on climate change impacts also needs to be translated from the scientific research domain into language and material relevant and suited to key stakeholder groups, to mainstream adaptation to climate change into the project and broader policy making. The RCP under the project will consolidate key climate change data and research at the regional, national, and subnational levels in the form of actionable diagnostics for policy makers to inform regional integrated solutioning. The CDD app will also be fed with climate change sectoral diagnostics to help support community facilitators in promoting climate-resilient decision-making and local actions that can support climate planning at the community level. Thus, climate risk assessment will be integrated in local planning and used as a climate filter for the prioritization of climate-smart investments. The project will also apply international good practices/guidance to support efficient resource use (energy efficiency, reduction of

<sup>107</sup> Brenton and Carmine 2018.

<sup>108</sup> This includes (a) the World Bank's North and Northeastern Development Initiative US\$1 billion multisectoral program in Kenya launched in 2018, with 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; (b) the World Bank's territorial analytical work in the Democratic Republic of Congo, that is, the 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; and (c) the Sahel Alliance's integrated territorial approach.

<sup>109</sup> Arnold, M., R. Mearns, K. Oshima, and V. Prasad. 2014. "Climate and Disaster Resilience: The Role for Community-Driven Development." World Bank. <https://openknowledge.worldbank.org/handle/10986/17553> License: CC BY 3.0 IGO.

<sup>110</sup> Developed by the Global Commission on Adaptation and endorsed by over 50 Governments, global institutions, and CSOs in January 2021. Based on lessons from effective adaptation, the principles center on the importance of devolving climate finance and decision-making for adaptation to the local level; addressing the structural inequalities that drive climate vulnerability of marginalized groups, including women, youth, persons with disabilities, displaced groups, and so on; investing in the capacity of local institutions and multisectoral collaboration; ensuring flexible programming and learning; and integrating scientific and local/traditional knowledge to enable adaptive management. See [https://files.wri.org/s3fs-public/uploads/Locally\\_Led\\_Adaptation\\_Principles\\_-\\_Endorsement\\_Version.pdf](https://files.wri.org/s3fs-public/uploads/Locally_Led_Adaptation_Principles_-_Endorsement_Version.pdf).



GHG emissions, and so on) and effective implementation of climate- and disaster-resilient infrastructure and sustainable agriculture/forest/water management practices for the relevant investments.

70. **Given that the Gulf of Guinea region's FCV challenges are often rooted in feelings of unfairness and exclusion, any effective response to combat these challenges needs to be community centered and focused on people.** CDD programs are increasingly recognized as the modality of choice for operating in remote and conflict-affected areas,<sup>111</sup> as they support prevention and resilience in polarized situations, foster inclusion of marginalized populations, remove perceptions of injustice, generate acceptance on the distribution of public resources,<sup>112</sup> build social cohesion, and support effective delivery services in difficult-to-reach areas and low-capacity contexts.<sup>113</sup> CDD programs also have the following acknowledged comparative advantages—cost-effectiveness, meaningful engagement,<sup>114</sup> flexibility, sustainability, and ability to reach scale relatively quickly. The operation will build on existing local systems to institutionalize processes of local planning that are truly participatory—where voices of traditionally marginalized groups (like women, youth, and those with disabilities) are included and elite capture is prevented. This includes providing clear and transparent criteria selecting investments and community training.
71. **Inclusion is critical as it ensures policies respond more effectively to the needs of all citizens—including the most marginalized, such as women.** The operation will promote the voices of the marginalized, particularly women, and youth (including those with disabilities), giving them a more active role in project decisions that affect them. The project will also promote wealth creation for these vulnerable groups through increased access to services and markets, as well as livelihood and economic activity opportunities. Gender mainstreaming will be incorporated by integrating a gender element by targeting gender-related constraints in project interventions and addressing the differential social, economic, and infrastructure needs of women. This includes investment specifically promoting women's economic activities (such as childcare support in cross-border trade zones) and more generally targeting females to form at least 40 percent of beneficiaries. Community engagement and facilitation (and related training) will also 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. Key result indicators will also be disaggregated by gender to better monitor progress in outcomes for women.
72. **In empowering youth, there is a need to structure spaces for their voice to be heard, as well as to link training with opportunities for follow-up action and decision-making.** Equipping and providing opportunities for youths to contribute meaningfully to the larger community through authentic engagement can help them develop a more positive self-identity and enhanced self-efficacy.<sup>115</sup> This not only expands their life chances and social networks but also deters the youths from engaging in violence and extremism. Socially integrating youths in responsible roles (for example, facilitators) with shared power encourages community development that better serves not only the needs of the youths but also,

<sup>111</sup> United Nations and World Bank 2018.

<sup>112</sup> Report No. 150916. WBG's Strategy for FCV 2020–2025.

<sup>113</sup> World Bank Group. 2016. *Community Driven Development: A Vision of Poverty Reduction through Empowerment*.

<sup>114</sup> The 2018 UN-World Bank Pathways for Peace study identified three contributions that CDD operations can make in preventing conflict: (a) the ability to deliver services cost effectively, including in remote and insecure areas; (b) the ability to generate a high degree of social acceptance of the fairness of distribution; and (c) the ability to create meaningful opportunities for community involvement in service delivery through CDD processes.

<sup>115</sup> Chinman, M. J., and J. A. Linney. 1998. "Toward a Model of Adolescent Empowerment: Theoretical and Empirical Evidence." *Journal of Primary Prevention* 18: 393–413.



potentially, the needs of all community members.<sup>116</sup> The operation will institutionalize the inclusion of youth voice in the local development planning processes (particularly through Subcomponent 1.3), as well as linking training programs with youth opportunities for follow-up action and decision-making for greater effectiveness. The project also recognizes the critical role youth play in conflict prevention, by equipping them with skills (for example, in conflict resolution, digital, and videography skills) and also offering them platforms to generate income and engage in meaningful community-building work (for example, sports/cultural events or community monitoring) that can foster community ownership and belongingness while also increasing their future employability and prospects.

73. **As looked at in depth earlier, promoting constructive social cohesion can help prevent violent conflict and mitigate the spillovers of FCV.** Strengthening the state-citizen social contract is both a means and desired end of effective project implementation that will support a peace dividend and prevent the spillover of conflict. The project will support social cohesion through mainstreaming the inclusive meaningful participation of women and youth in project decision-making to increase their access to basic services. Examples include earmarked investments identified and prioritized by youth under Subcomponent 1.3, as well as sports and cultural activities. Alongside capacity-building and awareness-raising activities at the national level, social cohesion will be integrated and monitored at the regional level through the RCP to promote transparency, accountability, and cross-border learning.
74. **In fragile contexts, strengthening institutions and their management of public resources are critical to restore the social contract and build resilience, particularly in promoting more equitable provision of services.** The operation has undertaken a vulnerability mapping to prioritize interventions in the most vulnerable and underserved areas. The operation will also provide TA and training to institutions at the local, national, and regional levels to enhance not only their participative local development planning and implementing capacities but also their conflict resolution skills. The project will also support training, dialogues, and local mechanism for sustaining peace. These will help foster a more visible and positive state presence—which is key to building sustainable resilience in communities.
75. **Lastly, operational agility, pragmatism, and simplicity are vital for successful project design, implementation, and monitoring in fragile contexts.** Given that insecurity could spill over from the Sahel to certain locations, the project has incorporated flexibility 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, and investments are not locked in by specifying villages or subsectors for implementation. Design complexity will also be minimized by adapting coherent targeting strategy (with clusters) and community mobilization steps for the three subcomponents under Component 1. Through the PIUs, the project will also work with local contractors and local NGOs where possible. 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, including the use of community monitoring empowered by digital applications (for example, the CDD app).

---

<sup>116</sup> Zeldin, S., L. Camino, and M. Calvert. 2003. "Toward an Understanding of Youth in Community Governance: Policy Priorities and Research Directions." *Social Policy Report: Giving Child and Youth Development Knowledge Away* 17 (3): 1–20.





### III. IMPLEMENTATION ARRANGEMENTS

#### A. Institutional and Implementation Arrangements

76. **Gulf of Guinea regional level.** The project will form a CRC, composed of representatives of the four countries, to ensure strong commitment by each of the participating countries to lead and contribute to regional dialogue and collaboration. The main role and responsibility of the CRC is to coordinate activities of the project with a strong and common regional vision, promote knowledge sharing, and lead planning and implementation of Component 3.
77. **National level.** At the national level, the lead ministry and executing agency in each country are stated in table 5. Implementing agencies will be supported with embedded TA. The national PIUs in each country will be responsible for managing the project at the national level, including financial, procurement, and safeguard management as well as M&E (including producing progress and other required reports) in accordance with World Bank guidelines and procedures. The national PIUs will be headed by project coordinators, supported by a core team of specialists in procurement, FM, social and environmental safeguards (including SGBV aspects), and M&E, as well as technical specialists such as on CDD/rural development, infrastructure, agriculture livelihoods, knowledge management, ICT, and additional specialists as needed for each country) that will be financed by IDA. For project implementation, the PIUs will contract firms, NGOs, CSOs, and consultants as needed to implement the project activities.

**Table 5. Lead Ministry and Executing Agency for Each Country**

Country	Lead Ministry	Executing Agency
<b>Benin</b>	General Secretariat of the Presidency	Technical Secretariat for Coordination of the Social Cohesion Project ( <i>Secrétariat Technique à Coordination du Projet de Cohésion Sociale, SETCO</i> )
<b>Côte d'Ivoire</b>	Prime Minister's Office	Cotton and Cashew Council ( <i>Conseil du Coton et de l'Anacarde, CCA</i> )
<b>Ghana</b>	Ministry of Local Government, Decentralisation and Rural Development (MLGDRD)	Local Governance and Decentralisation Directorate
<b>Togo</b>	The Ministry of Community Development, Youth, and Youth Employment ( <i>Ministère du Développement à la Base, de la Jeunesse et de l'Emploi des Jeunes, MDBJEJ</i> )	National Community Development Support Agency ( <i>Agence Nationale d'Appui au Développement à la Base, ANADEB</i> )

78. Given the multi-sectoral nature of the project and the importance of coordinating across expertise and mandates of different ministries and agencies, the NSC (or POC for Ghana) will also be established in each country, whose role is to coordinate closely with the CRC at the regional level and to provide strategic guidance and oversight to the lead ministry and the PIU of each country, including approval of annual plans budget, reports, and so on.
79. **Subnational and community levels.** The project will have communities/villages in the driver's seat to identify and manage subprojects, in close coordination with local government units (LGUs), who have the mandate to lead development planning and implementation of those villages. At the village level, the project will build on existing structures such as village development committees (*Comités Villageois de Développement, VDCs*), with additional facilitation activities, to ensure local needs are identified in an



inclusive manner. Community facilitators will help the process. Those identified needs will be discussed and coordinated at the level of cluster of villages, which will then be endorsed by the LGU. At the LG level, village-level and cluster-level needs will be consolidated into their official LDPs. After endorsement by LGs, subprojects will be screened further for safeguards and fiduciary due diligence and be financed by the project (for more details on the implementation arrangement including flow of funds, see annex 1).

80. **Overall, the project will have the following structure to manage regional collaboration and dialogue, as well as day-to-day implementation on the ground.** The main role of each structure as well as a more detailed implementation arrangement at the country level, which has been developed based on existing decentralized structures and other relevant program modalities, can be found in annex 1.

## **B. Results Monitoring and Evaluation Arrangements**

81. **Activities under Components 1 and 2 of the project will be implemented at the community level with oversight and technical support provided at the national, subnational, and local levels.** The focal point of the key M&E activities, including data collection, validation, consolidation, and reporting, will be the M&E specialist of the PIU in each country, with support from M&E staff at regional offices, where applicable. Data collection will involve local facilitators and community members equipped with mobile data collection tools. Data and reports of the project activities and more broadly for local development planning and implementation will be shared with local and national authorities on a regular basis. M&E capacities will be ensured through training and provision of necessary tools at the national, subnational, and local levels so that collected data can be shared and discussed for further informing the project's activities and policy making. All the collected data will be consolidated at the Gulf of Guinea regional level across the four countries, by the country leading the regional coordination in a given year, and a regional-level report will also be prepared annually.
82. **The project Results Framework will be a base for key data and indicators to monitor implementation progress, which will be reported by each PIU of the four countries and consolidated at the regional level.** Most indicators are disaggregated by country, with further disaggregation by gender (percent female) and youth (percent youth) for core indicators on direct project beneficiaries. As social cohesion is an important part and a higher-level objective that the project aims to contribute to, social cohesion-related perception indicators will be designed and monitored through the project beyond the Results Framework (as progress on social cohesion would not be attributable to only this project). Monitoring of relevant indicators will provide important information on the region and could inform future research or operational responses in this regard and hence will be shared and discussed at the RCP under Component 3.

## **C. Sustainability**

83. **Institutional sustainability.** To ensure institutional sustainability, the project will be implemented through the existing institutions at the national, subnational, and local levels and will provide extensive training and coaching activities to enhance capacities of these entities for developing regional vision and activity plans and for planning and implementing regionally and locally strategic and climate-resilient subprojects (including small infrastructures, market rehabilitations and agriculture livelihoods, CE, and social cohesion activities). Particularly for the LG, the project seeks to reinforce coordination and collaboration across the national, subnational, and local levels (including with various sectoral ministries or departments for greater synergies), thus rendering the LG planning and implementation process responsive to community needs and strengthening the social contract between citizens and the state. At the community level,





through various participatory and social cohesion pilot activities, the project seeks to enhance intra- and intercommunity relations and hence to improve sustainability of institutions and investments.

84. **Sustainability of regional-level commitment.** At the regional level, the project has been engaging the four participating Governments from the outset of the discussion on the concept, planning, and budgeting of the RCP and receiving strong interest and commitment to collaborate and to have a regular opportunity to do so. Each country has also identified research/academic partners to strengthen data collection and knowledge sharing to feed coherent common regional policies especially in the north and inform project activities through consolidation across the components. The data collection and analysis will facilitate regional strategic discussions on common risks and opportunities, such as on key data and research agendas, cross-border trade activities, climate impact, and security considerations in the north, which all can be significantly enhanced through the project interventions. Based on these engagements, under Component 3, the Regional Collaboration Committee which is composed of representatives from the four Governments will develop an action plan every year, and in the fourth and fifth years, the Regional Forum will have a dedicated session on a format and commitment of the countries to continue the forum and regional collaboration after the project's end.
85. **Sustainability of local-level investments.** At the national level, the project will only invest in the upgrade and/or rehabilitation of the existing small-scale infrastructures identified by communities and closely coordinated with the respective LG and sectoral agencies to ensure that operations and maintenance (O&M) costs are included in annual budgets, guaranteeing the sustainability of investments. Besides, all investments will be assessed on climate risk considerations and for environmental sustainability. The involvement of grassroots communities in O&M (such as on rural roads, water facilities, and market structures) will also contribute to the sustainability of small infrastructures as well as local economic activities under this project, as only investments that are built upon the already existing activities and/or are made in complementarity of such activities, included in the LDPs, and screened on climate resilience will be financed. CE and social cohesion activities will also build upon the already existing community structures, institutions, and activities to promote a sense of ownership and sustainability.

#### **IV. PROJECT APPRAISAL SUMMARY**

##### **A. Technical and Economic Analysis**

86. **Technical analysis.** The project was designed to be technically sound, feasible, and appropriate by taking an approach of “thinking regionally and acting locally” to address the regional FCV/climate risks and challenges of north-south disparities shared by the Gulf of Guinea countries. The technical design was also informed by national and global best practices, analytics undertaken during preparation, lessons learned from existing World Bank operations, and consultations with key stakeholders. Close synergies with the existing operations in all proposed project countries will also allow for building on the existing structures, capacities, processes, and procedures, hence optimizing transaction costs. The envisaged development impact resulting from the design, include but are not limited following:
- (a) The CDD approach/ participatory processes underpinning the identification of local investments seek to promote social inclusion, create local ownership, strengthen local institutions, and foster trust and accountability. In addition, citizen engagement and social cohesion activities and investing in community resiliency and inclusion activities will strengthen community ties and trust between the state and citizens, which is a prerequisite for building peaceful communities and



supports prevention (recognized as a cost-efficient solution for addressing conflict).<sup>117</sup> Further expected non-quantifiable social benefits include the empowerment and strengthening of communities and trust in the state, especially for women, youth, and vulnerable households.

- (b) Improvement of connectivity in remote and underprivileged areas will facilitate trade and strengthen livelihoods and access to socioeconomic services and will help regain the people's confidence in the state. Investments in cross-border small-scale trade have proven to be factors that support resilience to shocks and stressors, including climate/FCV risks.
- (c) Support to regional knowledge exchange platforms to access timely and quality data and targeted analytics will contribute to the joint knowledge and learning agenda for regional strategic coordination. Greater strategic regional actions and cooperation can help the countries enhance long-term response to certain fragility drivers, shifting the focus from addressing symptoms to deeply rooted FCV drivers. This will also promote regional dialogue and coordination to enhance conflict prevention, enhance climate and disaster risk management in the region

87. **Rationale for Public Sector Provision/Financing.** Most of the outputs financed by the project will be public goods; notably productive investments, climate resilient infrastructure; and capacity building, coordination, and monitoring activities.

88. **Value Added of World Bank's Support.** Despite a growing realization of the need for regional cooperation to stem the expansion of shared FCV spillover risks, a commensurate regional response has thus far been limited. The four Gulf of Guinea countries are neither part of the Sahel Alliance nor have entered into military collaboration with the G5 Sahel Joint Force, and there is a need to prevent the Sahel spillover of violent extremism into member countries' border areas. Leveraging on World Bank's convening power, the project's concrete added value lies in (a) supplementing the security and policing dimensions with a climate-resilient development approach that addresses the compounding FCV and climate vulnerability dynamics; (b) improving the economic and social inclusion of the border regions which are at the highest risk; and (c) coordinating data, knowledge, and policy around agendas to prevent conflict and spillover effects from shared fragility and climate-related risks across the four countries.

89. **Economic Analysis.** The computation of the net present value (NPV) and the internal rate of return (IRR) of the project reveals that the selected number of subprojects under Subcomponent 1.1 remain economically viable under the status scenario, as well as under less favorable conditions. Since the exact composition of subprojects will be driven by community engagement and is therefore unknown at the time of appraisal, the economic analysis for a selected number of subprojects is being considered. These subprojects consist of tertiary road infrastructure, water boreholes, five-block ventilated improved pit (VIP) latrines, primary education facilities, and primary health care units. The economic analysis is performed on the unit cost of each of these subprojects. An annual discount rate of 6 percent is assumed, which is the time value of money (that is, the opportunity cost of capital), for the four countries. The appraisal period for the economic analysis is 20 years. The sensitivity analysis, where the stream benefits and costs are considered under less favorable conditions, for example, a 10 percent increase in costs or a 10 percent reduction in benefits, is used to test for the robustness of the investments in the subprojects. The results of the economic analysis indicate that the NPV remains significant and that the IRR remains above 6 percent across all subprojects considered for this project, even when considering potential downside adjustments to the assumptions made. The summary results are presented in table 6.

---

<sup>117</sup> UN/WBG. 2018. *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*



**Table 6. Economic and Sensitivity Analysis of Subprojects under Subcomponent 1.1**

	Feeder Road (5 km Stretch)		Water Borehole		Five-Block VIP Latrine		Classroom (Primary Education)		Primary Healthcare Center Unit	
	NPV (US\$)	IRR (%)	NPV (US\$)	IRR (%)	NPV (US\$)	IRR (%)	NPV (US\$)	IRR (%)	NPV (US\$)	IRR (%)
Baseline scenario	42,367	42.6	25,192	54.0	41,062	24.5	59,691	55.1	390,764	67.0
Costs increase by 10 percent	37,600	36.8	24,333	48.7	37,844	21.8	48,486	43.3	363,780	58.3
Benefits reduce by 10 percent	33,363	36.2	21,814	48.2	33,738	21.5	42,517	42.1	324,704	57.5
Benefits lag by 2 years	23,721	19.4	18,528	30.0	26,617	15.6	25,817	15.7	260,464	27.9

Source: Based on World Bank estimates.

90. **The results of the interventions featured under Subcomponent 1.2 point to an NPV of US\$284.3 million and an IRR of 63.5 percent.** Annual cost of O&M is assumed to be equivalent to 2 percent of capital expenditures. It is assumed that 200 traders will benefit from each intervention. The benefits of the development of local markets will consist of (a) increased economic activity and (b) increased revenue mobilization for the city councils. With regard to the first stream of benefits, it is assumed that the average annual income per trader is US\$2,000 before the intervention and that this income will increase by 20 percent following the intervention, net of likely increase in market fees. With regard to the second stream of benefits, the property and market rental fees are assumed to be equivalent to 15 percent of income generated and it is also assumed that the city councils will be able to collect revenues for three additional months every year, which was previously not possible due to flooding during the rainy season. The results of the sensitivity analysis also point to a positive NPV and an IRR in excess of 6 percent for all three downside scenarios. The results of the economic and sensitivity analysis are presented in table 7.

**Table 7. Economic and Sensitivity Analysis of Subcomponent 1.2**

	NPV (US\$)	IRR (%)
Baseline	284,381,334	63.5
Costs increase by 10 percent	278,535,28	57.6
Benefits reduce by 10 percent	250,097,084	57.0
Benefits lag by 2 years	267,033,346	46.3

Source: Based on World Bank calculations.

91. **Although an economic analysis is not performed on the remaining components given the impossibility of quantifying their benefits on an ex-ante basis, significant benefits are expected to be reaped from them.** Subcomponent 1.3 will substantially improve social cohesiveness among the youth population through community activities and engagement. This is expected to reduce the vulnerability of the youth to engage in conflict and increase their likelihood of continuing their education and raising the probability that they engage in the labor force. Component 2, which will raise community awareness on climate change risks and provide TA and capacity building of key stakeholders on climate dimensions, will allow communities to adopt agricultural and natural resource management practices that improve resilience to climate change, as well as smart storage practices, allowing livelihoods to be sustained over time. Finally,



Component 3 on the RCP and dialogue will expand the four countries' knowledge on climate change risks and trends and allow them to develop strategies and activities through dialogue building, which will significantly contribute to building resiliency to climate change in the long term.

92. **The combination of the interventions featured under Components 1, 2, and 3 will ultimately support the reduction in the risk of conflict, as well as the intensity of conflict if a conflict were to emerge, leading to improved economic and social outcomes.** The economic and social consequences of conflict remain significant. Countries experiencing violent conflict suffer a reduction in annual GDP growth of 2–4 percent and up to 8.4 percent if the conflict is severe.<sup>118</sup> Countries that border a high-intensity conflict zone are also affected by conflict and are estimated to experience an annual decline of 1.4 percentage points in their GDP, on average, and an acceleration in inflation of 1.7 percentage points, on average.<sup>119</sup> While the social consequences of conflict are much more difficult to quantify, they remain nonetheless significant as they lead to the displacement of households (either through internal displacement or across the border), reduce households' access to life's necessities such as food and housing, and reduce their access to public services which raise human capital such as health and education. This ultimately depletes their ability to contribute to the labor force, which makes them vulnerable to falling into poverty.
93. **Measures which can reduce the risk of conflict could lead to millions of dollars in savings per year.** The joint UN/WBG study, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*, estimated that a scaled-up system for preventive action would save between US\$5 billion and US\$70 billion per year globally. Moreover, individuals located in more peaceful communities would spend less time and resources protecting themselves against the risk of violence, thereby allowing them to allocate these resources to more productive uses. Similarly, businesses would be able to make long-term financial commitments in more peaceful communities, raising the economic and employment potentials of these communities. Finally, more peaceful communities would also have a much higher return on public investments in areas such as health, education, and road infrastructure, providing greater support to the economic growth potential over the medium to long term. The Economic Value of Peace 2021 report from the Institute for Economics and Peace estimated the annual economic cost of violence in 2019 expressed in PPP terms in Côte d'Ivoire at US\$6,914 million (equivalent to 6 percent of GDP), in Togo at US\$765 million (equivalent to 5 percent of GDP), in Benin at US\$1,708 million (equivalent to 4 percent of GDP), and in Ghana at US\$3,495 million (2 percent of GDP). When combined, this is equivalent to US\$12.9 billion. If the project reduced the risk of violence by even as little as 1 percent in each country, the reduction in the cost of violence would be US\$129 million per year.

## **B. Fiduciary**

### **(i) Financial Management**

94. **An FM assessment was conducted for the national implementing entities.** The objective of the assessment was to determine whether the FM arrangements of the respective implementing entities are adequate to ensure that (a) project funds will be used for purposes intended in an efficient and economical way; (b) project financial reports will be prepared in an accurate, reliable, and timely manner; (c) project assets will be safeguarded; and (d) the project is subjected to a satisfactory auditing process.

<sup>118</sup> Mavriqi, R. R. 2016. *Global Economic Burden of Conflict*. Unpublished manuscript.

<sup>119</sup> Rother, B., G. et al. 2016. *The Economic Impact of Conflicts and the Refugee Crisis in the Middle East and North Africa*. IMF Staff. Discussion Note SDN/16/08,



95. **The project implementation arrangements rely on existing institutions familiar with the World Bank-financed projects, except for in Benin where a new secretariat is being established.** At the national level, the project will be implemented by the following entities, which will have fiduciary responsibilities under the project: (a) the SETCO under the supervision of the General Secretariat of the Presidency, Livestock, and Fisheries for Benin; (b) the CCA for Côte d'Ivoire; (c) MLGDRD for Ghana; and (d) the ANADEB for Togo. It was agreed that there is no one particular regional organization or agency that the project will have financial agreement with for project activities. Thus, there is no responsibility for FM at the regional level for this project. The current or previous projects implemented by these agencies are audited, and no significant audit findings have been reported.
96. **Conclusion.** The FM assessment finds that all implementing entities have basic FM arrangements in place, although it is critical to strengthen those arrangements to comply with minimum requirements. The overall residual FM risk for the project is Substantial. At the implementing agency level, this risk is deemed Substantial for the four countries (Benin, Côte d'Ivoire, Ghana, and Togo), mainly due to the nature of the CDD approach under Component 1. Based on the FM assessment, financial management capacity and experience at the community level are likely weak, which could lead to misuse of funds. Insufficient capacity in Côte d'Ivoire, Ghana, and Togo and inexperience of the newly created project implementing unit in Benin could also lead to ineffective support to the community level, and potential 'overstretch' of LGs or the project regional units' finance staff capacity due to the number of subprojects activities. Specific FM risks in Benin are as follows: (a) the key actor of the Component 1 activities (Communal Development Support Fund (Fonds d'Appui au Développement des Communes [FADEC]) is currently restructuring, and this situation may affect the existing organization which has demonstrated good performance in the management of the World Bank-financed projects; (b) the internal control environment at the decentralized levels is weak as the national mechanism is being used to transfer the funds to the beneficiaries; and (c) funds might be diverted, used for non-project-eligible purposes, or comingled with other projects funds managed by the Government (Public Treasury of Benin).
97. **These risks would be addressed through**
- (a) Provision of training to community facilitators who would in turn train the community. Training of community facilitators is key as they are at the front line and provide first-hand support to the community;
  - (b) Increase in community oversight by increasing awareness of the importance of transparency (demand for information on FM and procurement), increase in awareness of the availability and use of grievance handling mechanism, and increase in awareness of sanction policy;
  - (c) Provision of TA support to communes and cantons, particularly in Benin and Togo;
  - (d) Strengthening of monitoring and supervisory effort by the project regional units-level team, including the finance team at the central level as well as at the regional level visiting a sample of communities on a rotative basis to follow up and help resolve problems and potential problems;
  - (e) Annual audit of the project financial statement, including audit of a sample of block grants; and
  - (f) Recruitment or appointment of qualified and experienced staff at the finance unit in both the central and regional levels. This is to ensure sufficient staff capacity to manage increased funding.
98. **For Benin, the following additional mitigation measures will be considered:** (a) the SETCO will open a Designated Account (DA) at the Central Bank of West African States (*Banque Centrale des Etats de l'Afrique*



*de l'Ouest*, BCEAO) managed by the Autonomous Amortization Fund (*Caisse Autonome d'Amortissement*, CAA) with another transactions account for Components 2, 3, and 4 (to be opened in an acceptable commercial bank) and (b) for the Component 1 activities, the funds would be released in one transit account to be opened at the Central Bank of Benin for the transfers to communes through the FADEC (*Communal Investment Fund* [FIC]) mechanism. For the sub-grant to communities, no expenditure should be reported until payment to the 'final' beneficiaries (Village Development Associations [*Associations de Développement Villageois*, ADV]).

**99. In addition to the above, to mitigate the fiduciary risk to the extent possible, the following actions need to be implemented:**

- (a) Update the FM manuals in Côte d'Ivoire and Togo, to reflect the specificities of this new project.
- (b) Elaborate and adopt a PIM including detailed procedures describing the procedures related to the disbursement to the communities, with specific sections on anti-corruption aspects, before the disbursement under Component 1 of the project for the four countries. FM procedures will be part of the PIM in the case of Benin.
- (c) Migrate the computerized accounting systems for three countries (Tom2Pro in Côte d'Ivoire and Togo) and Government Integrated Financial Management Information System [GIFMIS] platform in Ghana) to handle transactions under the proposed project.
- (d) Acquire and install a computerized accounting system in Benin, within three months after effectiveness.
- (e) Submit for the World Bank's no-objection the terms of reference (ToR) for, and subsequently recruit and maintain, external auditors for the four countries.
- (f) Strengthen the FM arrangements in
  - (i) Benin, with the recruitment of an FM specialist, a senior accountant, and an accountant at the central level and an accountant in each of the four regions;
  - (ii) Côte d'Ivoire, with the recruitment of a deputy FM specialist, a senior accountant, and two accountants at the central level and one principal accountant and one assistant accountant in each of the regions in the project's area;
  - (iii) Ghana, with the assignment of a suitably qualified government accountant as project accountant; and
  - (iv) Togo, with the recruitment of an FM officer, an accountant, and an internal auditor assistant at the central level and an accountant in each of the three regions in the project's area.

**(ii) Procurement**

- 100. Procurement regulations.** The procurement for the proposed project will be carried out in accordance with the World Bank's Procurement Framework (PF) and World Bank Procurement Regulations for IPF Borrowers dated November 2020 (Procurement Regulations); the Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants (Anti-Corruption Guidelines) dated October 15, 2006 and revised in January 2011 and as of July 1, 2016; and the provisions stipulated in the Financing Agreements (FAs).





101. **A procurement capacity assessment was conducted for the national implementing entities.** The objective of the assessment was to determine whether the procurement arrangements of the respective implementing entities are adequate to ensure that (a) the designated PIUs have the capacity to perform procurement activities during implementation; (b) the appointed procurement specialists have the necessary training to cope with the challenges during the project implementation; and (c) project procedures manuals fit with World Bank procedures. From the procurement perspective, the project implementation arrangements do not feature the establishment of new institutions but rather rely on the existing institutions which are familiar with the World Bank-financed projects, except for Benin where a new secretariat is being established.
102. **Project Procurement Strategies for Development (PPSDs),** including a risk and market analysis, have been prepared by the Governments. The PSDs analysis show that the national, regional, and international markets have the experience and capacity to support the implementation of the proposed financing. The Procurement Plans (PPs) for the first 18 months of implementation have been prepared and cleared by the World Bank. The PPs will be updated annually and as required to reflect actual implementation needs and any enhancements to institutional capacity. Any updates of the PPs should be submitted to the World Bank for approval through the Systematic Tracking of Exchanges in Procurement (STEP) tool. All procuring entities as well as bidders and service providers, that is, 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 Procurement Regulations.
103. **The procurement assessments find that all implementing entities have basic procurement arrangements in place,** although it is critical to strengthen those arrangements to comply with the minimum requirements under the World Bank Policy and Procedures for IPF Operations. The overall residual procurement risk for the project is Substantial. At the implementing agency level, this risk is deemed Moderate for Côte d'Ivoire and Togo and remains Substantial for Benin. The procurement risk is Substantial for Ghana especially because of inadequate staff and insufficient experience on the World Bank Procurement Framework and use of the related Procurement Regulations and procurement planning via STEP at the Metropolitan, Municipal, and District Assembly (MMDA) level.

### C. Legal Operational Policies

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

104. **OP 7.50 is triggered because the project-financed activities may involve the use of waters of Comoe, Sassandra, Volta, and Niger Rivers Basins, which are considered international waterways based on paragraph 1 of the OP 7.50 Policy.** Project activities are limited to the rehabilitation and improvement of existing community schemes and thus will not adversely affect the quantity and quality of water flows to other riparians and will not be affected by other riparians' water use. Accordingly, approval for an exception to the notification requirement has been secured by the World Bank Regional Vice President on December 8, 2021.





105. **OP 7.60 is not applicable to this project given the project intervention area as defined in the PIM.** By supporting the project, the World Bank does not intend to make any judgment on the legal or other status of the territories concerned or to prejudice the final determination of the parties' claims.

**D. Environmental and Social**

106. **Although activities to be implemented under the project are expected to have positive impacts, some are potentially associated with substantial environmental and social risks and adverse impacts that should be mitigated.** Those include potential occupational health and safety (OHS) issues associated with nuisances from noise emissions, dust, exposure to hazardous waste, and injury; potential misuse of fertilizers and pesticide; and disruption of natural habitats and ecosystem services they support including water and soil pollution risk linked to waste and hazardous materials management. These risks are also related to temporary economic and physical displacement through possible land acquisition or the utilization of existing land; incidences of discrimination or sexual abuse risks and child labor and forced labor concerns; associated security risks including assets destruction, serious injury and death for workers, disruptions to the implementation of project activities through temporary or permanent suspensions, and movement of people and physical abuse; loss of livelihood; and risks of the spread of COVID-19.
107. **The environmental and social risk classification rated the project risk as Substantial.** This is given the sensitivity of the recipient environment; the nature and medium scale of activities which entail construction, rehabilitation, and/or upgrading of public infrastructure (for instance, rural roads, pre-schools, primary school, literacy centers and social centers, and climate-resilient water and sanitation structures); and meaningful participation and the strengthening of institutional and community-level capacities in a weak governance setting.
108. **Such capacity strengthening activities include,** among others, local ecosystem changes leading to medium- to long-term territorial development in the targeted northern areas, equipping of targeted youth in border communities with skills to engage in the project's activities, and promotion of better understanding and practice of social inclusion and cohesion. These activities are considered large to medium from an environmental and social perspective and are expected to have medium and in certain cases substantial probability of serious adverse effects to social tension and vulnerabilities.
109. **The potential risks and negative impacts that may result from the implementation of the project have been analyzed about the mandatory requirements set forth in the World Bank Environmental and Social Standards (ESS) applicable to the project, to prevent and mitigate any risks and negative impacts.** Those standards include the following:
- **ESS1 (Assessment and Management of Environmental and Social Risks and Impacts).** This ESS is relevant for the project because the project, through the implementation of its components, could generate environmental and social risks and impacts that would need to be managed throughout the project cycle.
  - **ESS2 (Labor and Working Conditions).** This ESS is applicable due to the carrying out of certain project activities or works that will result in the creation of employment and involve community workers, contracted workers, and direct workers. The requirements for treatment of workers and working conditions (protecting the work force, nondiscrimination and equal opportunity, terms and conditions of employment, and so on) as set forth in this ESS must be met.



- **ESS3 (Resource Efficiency and Pollution Prevention and Management).** The implementation of some subprojects will require the use of resources such as raw materials, water, and energy use and may entail risks of environmental pollution (waste and hazardous materials management), in relation to which it is necessary to comply with the requirements of the ESS3 to address the rational use of resources and the prevention and management of pollution.
  - **ESS4 (Community Health and Safety).** The CDD approach could imply the mobilization and participation of vulnerable rural women and young people expected to benefit from the project and targeted for local employment. This could lead to adverse social impacts, such as SEA/SH and communicable diseases on local communities such as HIV prevalence and COVID-19. Communities and workers are likely to be affected from a safety and health standpoint during the implementation of these subprojects. Thus, the requirements of this ESS for preventing or mitigating these risks and impacts will have to be met and monitored during project implementation.
  - **ESS5 (Land Acquisition, Restrictions on Land Use, and Involuntary Resettlement).** This ESS applies because some project activities or subprojects could result in land acquisition and involuntary physical and/or economic displacement of populations.
  - **ESS6 (Biodiversity Conservation and Sustainable Management of Living Natural Resources).** The project may involve activities that may affect natural habitats and biodiversity in the intervention area (such as rehabilitation of bridges, ponds, afforestation, and irrigation). Also, they may affect access to or use of biodiversity or living natural resources by affected populations. For these reasons, ESS6 and its requirements, in terms of biodiversity preservation and sustainable management of biological natural resources, will have to be respected during project implementation.
  - **ESS8 (Cultural Heritage).** This ESS is relevant as the project will finance activities that will involve light earthwork and will require some small-scale excavation, such as rural roads rehabilitation/construction of facilities, and so on, which may lead to discovery of cultural heritage.
  - **ESS10 (Stakeholder Engagement and Information Disclosure).** The project involves various stakeholders in charge of implementing the project in different countries. The need for countries to engage with stakeholders as an integral part of the project's environmental and social assessment and project design and implementation, as outlined in ESS1, is a requirement.
110. **The Governments of Benin, Togo, Ghana, and Côte d'Ivoire through the relevant supervisory ministries and with key stakeholders have each undertaken the preparation of environmental and social documents in a participatory manner.** These are an Environmental and Social Management Framework (ESMF) including a Pest Management Plan (PMP), a Resettlement Framework (RF), an Environmental and Social Commitment Plan (ESCP), a Stakeholder Engagement Plan (SEP), a Labor Management Procedures (LMP), a Security Risk Assessment (SRA), and a Security Management Plan (SMP).
111. **ESCPs, SEPs, ESMFs, RFs, and LMPs were cleared by the World Bank and disclosed in-country and on the World Bank website.**



**Table 8. Environmental and Social Framework Instruments Public Disclosure Dates**

Country	Disclosure by	ESCP	SEP	ESMF	RF	LMP
Benin	World Bank	March 4, 2022	December 6, 2021	January 10, 2022	December 14, 2021	March 9, 2022
	Country	February 28, 2022	December 7, 2021	December 18, 2021	December 14, 2021	February 7, 2022
Côte d'Ivoire	World Bank	March 4, 2022	December 7, 2021	January 10, 2022	January 10, 2022	February 7, 2022
	Country	March 3, 2022	December 11, 2021	December 15, 2021	December 22, 2021	February 3, 2022
Ghana	World Bank	March 4, 2022	December 8, 2021	January 10, 2022	December 19, 2021	February 17, 2022
	Country	March 2, 2022	December 13, 2021	December 17, 2021	December 13, 2021	February 17, 2022
Togo	World Bank	March 4, 2022	January 10, 2022	January 10, 2022	January 10, 2022	February 7, 2022
	Country	February 28, 2022	December 8, 2021	December 22, 2021	December 16, 2021	February 5, 2022

112. **SRAs were cleared by the World Bank for Côte d'Ivoire, Ghana, and Togo, and will be a condition for effectiveness for Benin.** SMPs for Benin, Côte d'Ivoire, and Togo will be completed and cleared by the World Bank before the project effective date, and the SMP for Ghana will be completed no later than six months after the project effective date (given the lower security risk).
113. **The initial screening of the proposed project activities and a preliminary assessment of the general baseline characteristics of potential project sites indicate that attention should be paid to** (a) the maintenance of the biodiversity contained in the ecosystems; (b) the use of local species (fish and plant material); (c) the reduction of possible sources of pollution, particularly those related to dust rising during the construction/rehabilitation of rural roads and infrastructures; and (d) the possible use of fertilizers and chemicals on irrigated plots. Accordingly, good management should be required for activities that might be associated with water and soil resource pollution. There are also various activities under each component which contribute to climate co-benefits, both for adaptation and mitigation (see annex 4). From the social side, the project locations are already considered fragile with annual droughts, floods, very high incidence of poverty, and weak local institutions.
114. **The high fragility and poverty incidents are potential triggers for increased social tension and vulnerabilities, which could exacerbate inequalities and exclusion.** Some activities include support for strategic innovative activities proposed by youth groups. These activities have the potential to cause temporary economic and physical displacement through possible land acquisition and/or utilization of existing land (the latter will be encouraged by the project) or both in which compensation and resettlement assistance may be required. Contracted workers from within the targeted communities will likely make up the larger part of the labor force involved in the project; however, there will also be direct and contracted workers from outside the target communities. Therefore, it will be important that working conditions are clearly defined and monitored to ensure that there is no child labor or forced labor, that



workers are being paid on time and the agreed sum (this should be stipulated in a basic contract), and that there are no incidences of discrimination or SEA. This will be particularly important in cross-border areas where the SEA/SH risks are considered heightened, as women traders may be subject to SEA/SH by border authorities, especially if the female trader is illiterate and/or lacks the necessary legal documents. A stand-alone SEA/SH Prevention and Management Action Plan will be developed and disclosed no later than three months after the project effective date.

115. **Environmental and Social Assessment.** The ESMFs have been prepared in compliance with national legal and regulatory requirements for each country and World Bank ESS and with the participation of all relevant and key stakeholder groups, including representatives of the people and communities to be affected, the public, and CSOs. The ESMF describes the procedures and processes to be followed in preparing and disclosing site-specific safeguard instruments—in this case, Environmental and Social Impact Assessments (ESIAs), including an Environmental and Social Management Plan (ESMP) if required—as soon as the exact locations and scope of a specific activity are known. Each ESIA and the corresponding ESMP will be prepared in line with the screening results and must be approved in consultation with all stakeholders before the corresponding activity starts.
116. **As the project will support agricultural activities, which will likely result in potential pesticides and fertilizers use, a relevant chapter on the PMP is included in each country ESMF.** The PMP is developed to minimize the potential risks pollution and negative impacts of pesticides on human and animal health by promoting the use of biological control and integrated pest management methods. Moreover, the PMP has incorporated safeguards measures into the project.
117. **Guidelines on environmental health and safety/OHS requirements will be included in bidding documents** so that contractors consider them in contractor's ESMP (works ESMP). Likewise, mitigation measures specifically related to resource efficiency and pollution management and appropriate measures for asbestos management referred to the Construction and Decommissioning section of Environmental, Health, and Safety Guidelines included in the ESMF to manage such hazardous materials and waste (including, among others, OHS measures, air pollution and soil contamination avoidance measures, and training) will be included in procurement documents and be considered in contractor's ESMP.
118. **Work force and community safety.** The PIU will approve the contractor's-ESMPs including work force and community safety guidelines before starting works. Even if it is small-scale infrastructure, the civil works are considerable in number and therefore the workforce element needs to be carefully considered. The project will try to engage as much local workforce as required for the construction and rehabilitation of the different civil works elements; however, in some context or for certain technical tasks, it is likely that external workers will be required as there could be a shortage or an absence of know-how in the rural areas where the project will be implemented. Labor camps in rural areas, though small-scale, are therefore anticipated and will need to be monitored very carefully. Experience indicates that the influx of workers and followers into a project area can lead to adverse social impacts such as GBV, sexual exploitation, and communicable diseases for local communities, especially if the communities are rural, remote, or small as they will likely be for most of the project sites. As part of the planned institutional capacity assessment, the countries' capacity to manage GBV, labor, working conditions, and community health and safety will be assessed. The LMPs have been prepared, and the SEA/SH Prevention and Management Action Plans will be prepared to address these risks and impacts.
119. **Community workers.** The project is designed and conducted for fostering CDD, providing targeted assistance in a fragile and conflict-affected context. Given the nature of the project, the application of



ESS2 may not be fully appropriate for community workers. However, it is necessary to ascertain and document that such labor, which is central in the context of the project, will be provided on a voluntary basis as an outcome of an individual or community agreement. The LMP covers the specific project activities in which the community workers are engaged and the nature of the potential risks and impacts that may affect their labor conditions. Working conditions and OHS (at a minimum, the WBG, Health and Safety Guidelines) will be assessed in relation to community labor. The LMP also specifies the way in which community workers can raise grievances in relation to the project.

120. **Involuntary resettlement.** The project may require formal, traditional, or not recognized land or usufructuary rights acquisition. The breadth and variety of the small community infrastructure work foreseen by the project may involve physical and economic resettlement impacts, both temporary and permanent. However, the significance is not known at this time. Each country has prepared an RF in accordance with national policies and World Bank standards. Mitigation of negative social and economic impacts will require the application of ESS5. RFs are in line with national legislation on land management and expropriation in the public interest and the relevance of ESS5. The RF describes the principles and procedures that will apply to any land acquisition that cannot be avoided or to any negative impact on livelihoods resulting from project-financed activities. Resettlement action plans will be developed, if necessary, before the implementation of activities that may have a negative impact on the human environment, require land acquisition, or affect the assets or income of local people. Attention will be paid to women on land issues to ensure their protection against SEA/SH.
121. **Considering the CDD approach of the project is significant, it may be proposed that part or all the land to be used by the project is donated on a voluntary basis without payment of full compensation.** Such situations will be considered subject to prior World Bank approval. In any case, the conditions foreseen in ESS5 should be verified and documented (footnote 10 of ESS5).
122. **Security.** SRAs have been prepared for Côte d'Ivoire, Ghana and Togo, and will be prepared by Benin before project effectiveness. They outline concrete security risks to which the PIU staff, project workers, sites and/or assets, and implementing partners might be exposed, highlighting the most important risks namely security risks related to the threat of violent extremism, the recurrence of community conflicts, other forms of conventional and cross-border crime, and road accidents, which should lead to mitigation actions which will be refined in SMPs. The main security responsibilities, decisions, and procedures for the PIU staff and beneficiaries who participate in project activities will be detailed in the PIM. However, the PIUs shall recruit or designate a security specialist/focal point, charged with all security monitoring/management aspects, including coordination with the armed forces and local communities and security audits of the project sites. Annex 5 details further the security risks and prevention measures for project implementation.
123. **Security concerns and the remoteness of northern project target areas combine to provide a significant challenge for monitoring and supervising project.** Accordingly, the Borrowers will be hiring a third-party monitor to oversee SEA/SH and security risks management, as needed.
124. **For the management of environmental and social risks of the project activities, PIUs will be created and maintained in each country, with qualified staff hired** including (a) an environmental specialist and a social specialist (including SEA/SH skills) to ensure the implementation of the safeguard documents prepared under the project and (b) a security specialist, charged with all security monitoring/management aspects, including liaison with the armed forces and local communities and security audits of project sites.



In addition, the regional branches of the existing structures or PIU, through their environmental and social specialists to be recruited, will be involved in the project risks and impacts management.

125. **To ensure that the safeguard instruments prepared for the proposed project are implemented properly,** environmental, social, and security specialists must have additional experience in environmental, health, and safety/OHS. Capacity building on the Environmental and Social Framework (ESF) will be provided to all actors involved in preparing and implementing environmental and social instruments and monitoring their application. World Bank implementation support missions will also include environmental and social specialists to ascertain that all safeguard issues are addressed adequately and on time.
126. **Inclusive participation and community engagement.** The project relies on the broad participation of communities, LGs, and targeted groups such as youth and women. It aims to ensure representation in decision-making processes and in M&E of environmental and social performance of groups that may be marginalized from local and regional decision-making mechanisms. Not all stakeholders have the same experience or ability to influence these processes. To achieve its goals, the project will embrace, from the outset, participatory inclusive methodologies in the engagement actions, including the selection and prioritization of subprojects and other key interventions in LDPs or sector plans. Community facilitators are key players in the project and should have appropriate training in participatory inclusive approaches adapted to the local-level stakeholders' needs and context. The SEP proposes tailored methodologies and planning to address meaningful participation and engagement of all stakeholders, particularly women and youth in targeted regions, and prevent harmful practices such as nepotism.
127. **Grievance mechanisms (GMs).** The project will assess the possibility of launching ADR mechanisms in impact areas. The ADR could be used as the project GM; however, while such possibilities are evaluated and operationalized, the project will design and put in place, as early as possible, a GM per country to address specific concerns about project implementation, compensation, relocation, or livelihood restoration measures raised by project stakeholders or others, including affected persons, on time. Such GMs will utilize existing formal or informal GMs suitable for project purposes, supplemented as needed with project-specific arrangements designed to resolve disputes in an impartial manner that considers the interests and rights of vulnerable groups such as women and youth. The project will also design and operationalize a labor GM accessible to community workers and a GBV GM all tailored to the security and regional contexts.

## **V. GRIEVANCE REDRESS SERVICES**

128. **Communities and individuals who believe that they are adversely affected by a World Bank supported project may submit complaints to existing project-level grievance mechanisms or the WB'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 World Bank's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of World Bank non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and World Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank'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 the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org).





## VI. KEY RISKS

129. **The overall risk for this proposed regional project is rated Substantial.** While risks across the four proposed project countries vary, the common set of key risks are (a) political and governance risks; ; (b) institutional capacity for implementation and sustainability; (c) technical design of the project; (d) fiduciary; and (e) environmental and social. In addition, in the target northern areas, there are security concerns that would affect the efficient implementation of the project.
130. **Political and Governance risk is rated High.** In view of political transitions in the target countries and the governance risks highlighted in the context section, this is considered high. The project will mitigate this uncertainty by allowing flexibility in resource allocation across components and geographic locations, and by adopting a risk-based approach that will enable the proposed project to adapt its implementation if local security conditions change. In addition, challenges with regard to consensus building and coordination across the four participating Governments are expected to emerge. This risk will be mitigated by extensive regional dialogue during project preparation and the creation of the RCP to engage local, national, and regional stakeholders.
131. **Institutional Capacity for Implementation and Sustainability risk is rated Substantial.** The administrative and human resources capacities at the regional, national, subnational, and local levels are weak in the project's target areas. The project will invest in capacity building of stakeholders across the Government structures, to enhance their capacity by setting up any necessary RA office in the target areas. The operation will also support LGs and promote community ownership for sustainability through the active engagement of communities in the planning and implementation of the project through the CDD approach, as well as through community monitoring.
132. **Technical Design of Project risk is rated Substantial.** The regional project is ambitious in adopting a regional approach of conflict prevention across four countries, which is relatively new to the Gulf of Guinea region. There are also no suitable regional organizations covering mainly these four countries and with the technical capacity to effectively support data collection, knowledge generation, and dialogue-building activities to address regional FCV issues, which may potentially affect the implementation and sustainability of the proposed RCP. While the project institutional arrangements involve multiple layers (regional, national, subnational, cluster, and community levels), which may introduce complexity, the project will leverage on existing country systems, similar CDD experience, or institutional arrangements from other World Bank-financed project (including ongoing social protection projects). The design of project activities at the local level (mainly Components 1 and 2) are also kept relatively simple. Nonetheless, operating them in the lagging border zones (with higher risk of FCV spillovers) may pose risks to efficient implementation. This will be mitigated by offering TA to ensure simple and realistic implementation modalities in coordination with local authorities and technical personnel; building national capacity and fostering strong national commitment for regional collaboration; establishing systems and platforms for sustained active engagement of regional, national, and local stakeholders (including research partners); and promoting regional knowledge exchanges across the four countries and in the broader Sahel with a view to create a sustainable network of stakeholders including regional organizations and other development partners.
133. **Fiduciary risk is rated Substantial.** FM and procurement capacities are expected to be relatively weak in the four countries. Capacity enhancement, regular oversight, and periodic audits will be required to enhance the efficiency and transparency of project implementation. The World Bank and project team





will also explore special procurement arrangements adapted to areas which are characterized by high insecurity. More on risks and mitigation measures for each country are described in annex 1.

134. **Environmental and Social risk is rated Substantial.** The Clients have some familiarity with the World Bank environmental and social safeguards and operational policies but not with the new ESF. The resettlement required for the project is not large scale as it is mostly small infrastructure. However, the amount of infrastructure to be built is considerable. This aspect increases the resettlement risk. At the same time, some of the land required for the infrastructure could be donated, which requires a due diligence exercise to verify that such donations are indeed voluntary. The project will rely largely on community workers. This will require the implementation of measures to ensure the voluntary nature of the work, as well as the verification of working conditions and OHS measures. In addition, the project will most likely have recourse to full-time, part-time, temporary, and migrant workers, albeit on a smaller scale. LMP for all types of workers need to be in place and monitored. Since the context of the project is rural, it is expected that there will be labor influx, even if it is limited. Tailored and relevant GBV plans should be prepared to address potential labor influx risks. The project relies heavily on inclusive participation and community engagement. An inappropriate engagement of stakeholders may lead, among others, to weaken the objectives of social cohesion at different levels to which the project aspires and to inappropriate practices such as nepotism. This is a fundamental risk that must be addressed with an inclusive participatory approach and planning from the early stages of implementation. Finally, project risks are increased by the context of vulnerability, conflict, and weak governance in which it will be implemented. Additional support and capacity building will be needed to ensure an inclusive and participatory approach is endorsed and is the basis of the selection and implementation of the project activities. Additional capacity building will be required to ensure national regulations and resettlement ESS5 guidelines are respected, particularly regarding voluntary land donations, and that LMP are respected, including for community workers. Anticipated risks and impacts as well as guidance for how to manage them will be laid out in the various environmental and social safeguard instruments that have been prepared and disclosed for project milestones.
135. **Others: Security is rated Substantial.** Security risks are likely to have a substantial impact on the implementation of project activities. While violence levels in the selected countries in the Gulf of Guinea are relatively low compared to neighboring countries such as Burkina Faso, Mali, and Niger that are also affected by violent extremism, recent political violence following the presidential elections in the case of Côte d'Ivoire and protests and riots in Benin, Togo, and Ghana have increased the overall security risks in these four countries. The main regional response, the G5 Sahel Joint force, has had limited success in containing regional spillovers of violent extremism across borders in the Gulf of Guinea. Potential safety and protection risks for project staff, implementing partners, and communities include loss of life, physical injuries, or destruction or theft of company and community assets due to widespread violence, violent riots, deliberate attacks by non-state armed groups, and criminality. It should be noted that the borrower has the primary responsibility for risk assessment, monitoring, management, and mitigation or security-related risks.



## VII. RESULTS FRAMEWORK AND MONITORING

### Results Framework

COUNTRY: Western Africa

Gulf of Guinea Northern Regions Social Cohesion project

#### Project Development Objectives(s)

to improve regional collaboration and the socioeconomic and climate resilience of border-zone communities in the target northern regions of the Gulf of Guinea countries exposed to conflict and climate risks.

#### Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improve socioeconomic and climate resilience of border zone communities in target northern regions							
People having access to project built or rehabilitated socio-economic and climate resilient infrastructure and services (disaggregated by sex and youth) (Number)		0.00	234,450.00	820,575.00	1,523,925.00	2,110,050.00	2,344,500.00
Benin (Number)		0.00	40,050.00	140,175.00	260,325.00	360,450.00	400,500.00
Côte d'Ivoire (Number)		0.00	81,000.00	283,500.00	526,500.00	729,000.00	810,000.00
Ghana (Number)		0.00	81,000.00	283,500.00	526,500.00	729,000.00	810,000.00
Togo (Number)		0.00	32,400.00	113,400.00	210,600.00	291,600.00	324,000.00
Beneficiaries surveyed reporting project investments reflected their needs (disaggregated by sex and		0.00			75.00		85.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
youth) (Percentage)							
Benin (Percentage)		0.00	0.00	0.00	75.00	0.00	85.00
Côte d'Ivoire (Percentage)		0.00			75.00		85.00
Ghana (Percentage)		0.00			75.00		85.00
Togo (Percentage)		0.00	0.00	0.00	75.00	0.00	85.00
New job opportunities created as a result of project activities (disaggregated by sex and youth) (Number)		0.00	6,086.00	36,518.00	73,035.00	109,553.00	121,725.00
Benin (Number)		0.00	1,001.00	6,008.00	12,015.00	18,023.00	20,025.00
Côte d'Ivoire (Number)		0.00	2,119.00	12,713.00	25,425.00	38,138.00	42,375.00
Ghana (Number)		0.00	2,119.00	12,713.00	25,425.00	38,138.00	42,375.00
Togo (Number)		0.00	848.00	5,085.00	10,170.00	15,255.00	16,950.00
Beneficiaries reporting that project investments have positively contributed to increased trust among community members (Percentage)		0.00			70.00		80.00
Benin (Percentage)		0.00			75.00		80.00
Côte d'Ivoire (Percentage)		0.00			75.00		80.00
Ghana (Percentage)		0.00			75.00		80.00
Togo (Percentage)		0.00			75.00		80.00
<b>Improve regional collaboration</b>							



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Actions implemented by each country of the agreed annual joint regional action plan (Percentage)		0.00	0.00	80.00	90.00	95.00	100.00

### Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Component 1							
Community socio-economic climate-resilient infrastructure rehabilitated or constructed under the project (Number)		0.00	692.00	1,846.00	2,998.00	4,151.00	4,613.00
Benin (Number)		0.00	127.00	338.00	548.00	759.00	844.00
Côte d'Ivoire (Number)		0.00	253.00	675.00	1,097.00	1,519.00	1,688.00
Ghana (Number)		0.00	211.00	563.00	914.00	1,266.00	1,406.00
Togo (Number)		0.00	101.00	270.00	439.00	608.00	675.00
Rural markets rehabilitated or expanded under the project (Number)		0.00	0.00	214.00	385.00	428.00	428.00
Benin (Number)		0.00	0.00	34.00	61.00	68.00	68.00
Côte d'Ivoire (Number)		0.00	0.00	75.00	135.00	150.00	150.00
Ghana (Number)		0.00	0.00	75.00	135.00	150.00	150.00
Togo (Number)		0.00	0.00	30.00	54.00	60.00	60.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Farmers reached with agricultural assets or services (CRI, Number)		0.00	0.00	3,375.00	16,875.00	30,375.00	33,750.00
Benin (Number)		0.00	0.00	675.00	3,375.00	6,075.00	6,750.00
Côte d'Ivoire (Number)		0.00	0.00	1,125.00	5,625.00	10,125.00	11,250.00
Ghana (Number)		0.00	0.00	1,125.00	5,625.00	10,125.00	11,250.00
Togo (Number)		0.00	0.00	450.00	2,250.00	4,050.00	4,500.00
Female beneficiaries reporting an increase in annual income as a result of benefiting from agricultural assets and services (Number)		0.00	0.00	1,350.00	6,750.00	12,150.00	13,500.00
Benin (Number)		0.00	0.00	270.00	1,350.00	2,430.00	2,700.00
Côte d'Ivoire (Number)		0.00	0.00	450.00	2,250.00	4,050.00	4,500.00
Ghana (Number)		0.00	0.00	450.00	2,250.00	4,050.00	4,500.00
Togo (Number)		0.00	0.00	180.00	900.00	1,620.00	1,800.00
<b>Component 2</b>							
Households in target communities who participated in planning, decision-making, or monitoring of subprojects (Percentage)		0.00	50.00	50.00	50.00	50.00	50.00
Benin (Percentage)		0.00	50.00	50.00	50.00	50.00	50.00
Côte d'Ivoire (Percentage)		0.00	50.00	50.00	50.00	50.00	50.00
Ghana (Percentage)		0.00	50.00	50.00	50.00	50.00	50.00
Togo (Percentage)		0.00	50.00	50.00	50.00	50.00	50.00
People participating in local		0.00	5,138.00	13,703.00	22,267.00	30,831.00	34,256.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
capacity building activities (Number)							
Benin (Number)		0.00	886.00	2,363.00	3,839.00	5,316.00	5,906.00
Côte d'Ivoire (Number)		0.00	1,772.00	4,725.00	7,678.00	10,631.00	11,813.00
Ghana (Number)		0.00	1,772.00	4,725.00	7,678.00	10,631.00	11,813.00
Togo (Number)		0.00	709.00	1,890.00	3,071.00	4,253.00	4,725.00
Markets rehabilitated or expanded by the project which have maintenance plans prepared and endorsed by local governments (Percentage)		0.00	0.00	90.00	90.00	90.00	90.00
Benin (Percentage)		0.00	0.00	90.00	90.00	90.00	90.00
Côte d'Ivoire (Percentage)		0.00	0.00	90.00	90.00	90.00	90.00
Ghana (Percentage)		0.00	0.00	90.00	90.00	90.00	90.00
Togo (Percentage)		0.00	0.00	90.00	90.00	90.00	90.00
Surveyed women and youth beneficiaries reporting that they have a say in community decision-making (Percentage)		0.00			60.00		70.00
surveyed women beneficiaries reporting that they have a say in community decision-making (Percentage)		0.00			60.00		70.00
surveyed youth beneficiaries reporting that they have a say in community decision-making		0.00			60.00		70.00





Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
(Percentage)							
Community Facilitators and Technical Facilitators trained and using their participatory development skills (Number)		0.00	217.00	362.00	362.00	362.00	362.00
Benin (Number)		0.00	38.00	63.00	63.00	63.00	63.00
Côte d'Ivoire (Number)		0.00	76.00	127.00	127.00	127.00	127.00
Ghana (Number)		0.00	76.00	127.00	127.00	127.00	127.00
Togo (Number)		0.00	30.00	51.00	51.00	51.00	51.00
<b>Component 3</b>							
Completed studies on key FCV themes and/or climate fragility sponsored by the project and endorsed by the Committee for Regional Coordination (Number)		0.00	0.00	8.00	16.00	28.00	40.00
Benin (Number)		0.00	0.00	2.00	4.00	7.00	10.00
Côte d'Ivoire (Number)		0.00	0.00	2.00	4.00	7.00	10.00
Ghana (Number)		0.00	0.00	2.00	4.00	7.00	10.00
Togo (Number)		0.00	0.00	2.00	4.00	7.00	10.00
Establishment of digital platforms by country with effective data sharing at regional level (Yes/No)		No	Yes	Yes	Yes	Yes	Yes
Benin (Yes/No)		No	Yes	Yes	Yes	Yes	Yes
Côte d'Ivoire (Yes/No)		No	Yes	Yes	Yes	Yes	Yes
Ghana (Yes/No)		No	Yes	Yes	Yes	Yes	Yes



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Togo (Yes/No)		No	Yes	Yes	Yes	Yes	Yes
Monthly active users of the Community-Driven Development/Citizen Engagement applications (Number)		0.00	534.00	1,418.00	2,305.00	3,192.00	3,546.00
Benin (Number)		0.00	92.00	244.00	397.00	550.00	611.00
Côte d'Ivoire (Number)		0.00	183.00	489.00	795.00	1,101.00	1,223.00
Ghana (Number)		0.00	183.00	489.00	795.00	1,101.00	1,223.00
Togo (Number)		0.00	76.00	196.00	318.00	440.00	489.00

#### Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
People having access to project built or rehabilitated socio-economic and climate resilient infrastructure and services (disaggregated by sex and youth)	Number of persons having access to and use of climate screened project-built or rehabilitated infrastructure and services (e.g., all weather roads, water, schools, markets, etc.). This indicator will be disaggregated by sex and youth. The target for	Annual	Project MIS, sub-project completion reports, field reports	Review of sub-project proposals, completion, and field visit reports	National level PIUs with support from regional PIU offices



	women is 40% and youth 40%.				
Benin					
Côte d'Ivoire					
Ghana					
Togo					
Beneficiaries surveyed reporting project investments reflected their needs (disaggregated by sex and youth)	Measures perception of community members on project investments under component 1. Percentage of community members based upon sample.	mid-term and end-year	Study/survey reports	Qualitative / perception survey	National PIUs
Benin					
Côte d'Ivoire					
Ghana					
Togo					
New job opportunities created as a result of project activities (disaggregated by sex and youth)	Measures the number of new job opportunities created as a result of project activities. It includes jobs related to public works as part of project-financed investments under C1 and new job opportunities created linked to LED and market activities. The results of this indicator will also be	Annual	field reports/survey reports	Review of field reports/surveys.	National PIUs



	broken down by sex and youth. The target for women beneficiaries is 40% and for youth 40%.				
Benin					
Côte d'Ivoire					
Ghana					
Togo					
Beneficiaries reporting that project investments have positively contributed to increased trust among community members	Measures the percentage of people surveyed in communities benefiting by project investments reporting increased trust within their community as a result of the project.	mid-term and end-year	Study / survey reports	Qualitative studies / perception surveys	National PIUs
Benin					
Côte d'Ivoire					
Ghana					
Togo					
Actions implemented by each country of the agreed annual joint regional action plan	Measures the percentage of actions implemented by each country to support the regional harmonization of policies and investments in the Gulf of Guinea's lagging region, agreed during an annual coordination	Annual	Annual forums meeting minutes, activity completion reports	Review of action plan and meeting meetings	RCC chair, national PIUs



	meeting with participation of the four countries.				
<b>Monitoring &amp; Evaluation Plan: Intermediate Results Indicators</b>					
Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Community socio-economic climate-resilient infrastructure rehabilitated or constructed under the project	Measures the number and type of community infrastructure identified by communities and completed by the project	Annual	project MIS	Review of subproject completion activity reports and field visits	National PIUs
Benin					
Côte d'Ivoire					
Ghana					
Togo					
Rural markets rehabilitated or expanded under the project	Measures the total number of completed rural market rehabilitation or expansion sub-projects financed under component 1.2.	Annual	Project MIS, activity reports	Review of subproject completion activity reports and field visits	National PIUs
Benin					
Côte d'Ivoire					
Ghana					
Togo					



Farmers reached with agricultural assets or services	<p>This indicator measures the number of farmers who were provided with agricultural assets or services as a result of World Bank project support. "Agriculture" or "Agricultural" includes: crops, livestock, capture fisheries, aquaculture, agroforestry, timber, and non-timber forest products. Assets include property, biological assets, and farm and processing equipment. Biological assets may include animal agriculture breeds (e.g., livestock, fisheries) and genetic material of livestock, crops, trees, and shrubs (including fiber and fuel crops). Services include research, extension, training, education, ICTs, inputs (e.g., fertilizers, pesticides, labor), production-related services (e.g., soil testing, animal health/veterinary services), phyto-sanitary and food safety services, agricultural marketing support services</p>	Annual	Project MIS, activity completion reports, field visits	Review of technical documents	PIU, technical NGO/service providers
--	--	--------	--	-------------------------------	--------------------------------------





	(e.g., price monitoring, export promotion), access to farm and post-harvest machinery and storage facilities, employment, irrigation and drainage, and finance. Farmers are people engaged in agricultural activities or members of an agriculture-related business (disaggregated by men and women) targeted by the project.				
Benin					
Côte d'Ivoire					
Ghana					
Togo					
Female beneficiaries reporting an increase in annual income as a result of benefiting from agricultural assets and services	This indicator measures the number of female beneficiaries reporting an increase in annual income as a result of benefiting from agricultural assets and services under component 1.2.	Annual	Project MIS, activity completion reports, field visits	Review of technical documents	PIU, technical NGO/service providers
Benin					
Côte d'Ivoire					



Ghana					
Togo					
Households in target communities who participated in planning, decision-making, or monitoring of subprojects	Measures the number of households in communities supported by the project that participate in planning, decision-making, or monitoring activities out of the total number of households in each community.	Annual	Project MIS, activity reports	Review of community data and activity reports	National PIUs
Benin					
Côte d'Ivoire					
Ghana					
Togo					
People participating in local capacity building activities	Measures the number of community members and or local government staff participating in capacity building activities to strengthen their capacity to be engaged in and/or manage local investments.	Annual	Project MIS, training reports	Document reviews	National PIUs
Benin					
Côte d'Ivoire					
Ghana					



Togo					
Markets rehabilitated or expanded by the project which have maintenance plans prepared and endorsed by local governments	Measures the percentage of markets rehabilitated or expanded by the project which have maintenance plans prepared and endorsed by local governments.	Annual, starting year 2 of the project	Project MIS, sub-project completion report	Review of market sub-project proposals and maintenance plans	National PIUs, NGO/Service providers
Benin					
Côte d'Ivoire					
Ghana					
Togo					
Surveyed women and youth beneficiaries reporting that they have a say in community decision-making	Measures the percentage of surveyed women and youth in communities financed by the project across the four countries reporting having a say in community decision making as a result of the project activities	mid-term and end-year	Study/survey reports	Survey of a sample of target communities	National PIU
surveyed women beneficiaries reporting that they have a say in community decision-making					
surveyed youth beneficiaries reporting that they have a say in community decision-making					
Community Facilitators and Technical Facilitators trained and using their participatory development skills	Measures the number of community and technical facilitators who have been	Annual	Project MIS, CDD application,	Review of reporting documents	National PIU, facilitating partners when relevant



	trained by the project and who have been engaged for at least one full cycle.		training completion reports, facilitator evaluation reports		
Benin					
Côte d'Ivoire					
Ghana					
Togo					
Completed studies on key FCV themes and/or climate fragility sponsored by the project and endorsed by the Committee for Regional Coordination	Measures the number of published studies on key FCV themes and/or climate fragility sponsored by the project and endorsed by the RCC.	Annual	Project MIS, digital platform	Report review	RCC, National PIUs
Benin					
Côte d'Ivoire					
Ghana					
Togo					
Establishment of digital platforms by country with effective data sharing at regional level	Data platform launched with backend integration in place for regional data sharing				
Benin					



Côte d'Ivoire					
Ghana					
Togo					
Monthly active users of the Community-Driven Development/Citizen Engagement applications	Measures the number of people using the CDD/CE app at least once a month. Users will include facilitators and community committee members, as well as staff from local and central government.	Annual	Digital CDD application analytics	Technical review of app analytics.	National PIU
Benin					
Côte d'Ivoire					
Ghana					
Togo					



## ANNEX 1: Implementation Arrangements and Support Plan

### COUNTRY: Western Africa Gulf of Guinea Northern Regions Social Cohesion Project

#### I. Institutional Arrangements

- Overall, the project will have the following structure to manage regional collaboration and dialogue, as well as day-to-day implementation on the ground (figure 1.1). The project will work with existing institutional structures to the extent possible.

**Figure 1.1. Institutional Arrangement**



- At the regional level**, a CRC will be established. At the national level, the lead ministry and executing agency in each country will be responsible for project implementation.
- At the national level**, an NSC (or POC for Ghana) will be established. The NSC's (or POC'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 in the target regions. In addition, a Project Technical Committee (PTC) will be established at the national level to ensure alignment with the sectoral plans and strategies. The PTC will provide technical guidance for the implementation of project components and provide opportunity for achieving effective collaboration and synergies with other implementing ministries, departments, and agencies covering the relevant sectors of the project to ensure consistency of project development objectives with sectoral policies. A PIU will be established to assist day-to-day project management responsibilities. RAs of the PIU will be established to ensure close monitoring of project activities.
- At the LG level**, both LG authorities and community representatives will play an active role in prioritizing investments at the community 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 LG level) will help bring together the LGs, administration, and sector departments and will facilitate an alignment of project investments with the Government's planned/implemented activities.





5. **At the community level**, the project will work with existing VDCs/ADVs/community development committees (*Comité de Développement Communautaire*, CDCs), unit committees (UCs), agropastoral associations, or community members as volunteers to support the mobilization of the community, including the most vulnerable groups. These CDCs/VDCs/ADVs/UCs 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 and RAs), communication, and outreach; and participating in the grievance mechanism (GM). The CDCs/VDCs/ADVs/UCs will comprise diverse community stakeholders (including vulnerable groups) and support the participation of women and youth. Community facilitators will be engaged to provide support to the communities in the implementation of Component 1 investments and activities and to community business agents/facilitators specialized in specific skill sets mobilized where available to provide tailored support to Subcomponent 1.2 activities. Facilitators will be deployed either as part of existing Government structures or through facilitating partner (FP) NGOs to support project implementation. Where there are gaps related to technical facilitation, PIUs will recruit specialized consultants or organizations to provide support.

**Table 1.1. Main Role and Responsibility of Key Structure**

Level	Entity	Main Role and Responsibility
Regional	CRC	Coordination of activities of the project, knowledge sharing, and planning of works under Component 3
National	NSC (or POC for Ghana)	Define strategic orientations and guidance of the project (approval of annual plans and budget, reports, and so on).
National	Implementing ministry/agency	Responsible for the implementation of the project
National	PIU	Manage day-to-day activities of the project, including M&E.
National	PTC/National Technical Committee (NTC)	Sector-specific strategic orientations, ensuring alignment with the sectoral plans and strategies
Subnational	Regional PIU	Supervise and support implementation of the project in the target regions.
Subnational	Territorial Review Committee	Review and validate investments in the region.
LG	LG Council	Consolidate local plans and provide strategic guidance on local development initiatives.
Cluster of villages	Canton/arrondissement representatives, sub-metropolitan/urban/zonal/town/area councils, and UCs (for Ghana)	Serve as an entry point for Subcomponents 1.1, 1.2, and 1.3; needs identified in villages will be discussed at the cluster which covers those villages, with facilitating support by the project and with strategic endorsement by the LG Council
Village	VDC/village development associations/ <i>Mutuelles de Village</i>	Identify community-level needs in an inclusive manner and implement subprojects together with the LG and other stakeholders.

6. **Main PIU staff.** Key PIU staff are crucial for the operating of the PIU and will therefore be appointed, seconded, or recruited before project effectiveness. Key PIU staff will include, but are not limited to, a project coordinator, an environmental safeguards specialist, a social safeguards specialist, an FM specialist, and a procurement specialist. In addition, the national PIU and RA will have technical specialists



such as on CDD/rural development, infrastructure, livelihoods, knowledge management, ICT, and so on, to ensure smooth and effective implementation of the project activities based on the country needs and existing capacity.

7. **FPs.** To support the implementation of the community-driven approach, FP NGO(s) and/or facilitators with the requisite experience and access will be mobilized in some countries. The FPs will provide TA and capacity-building support to communities and LG authorities to facilitate the implementation of the community-centered approach, as well as the implementation of Subcomponent 1.2—strategic economic investments for climate resilient economic development. The PIU will contract the FPs who will be responsible for implementing the modalities of the community-centered approach to support Component 1. The FPs will be selected based on proven relevant experience; their capacity to operate at scale and in partnership with the LGs; and demonstration of a keen understanding of the inherent social and institutional dynamics that will underpin implementation.

#### *Institutional and Implementation Arrangements by Country*

8. Subcomponents 1.1, 1.2, and 1.3 will be implemented by LGs or community institutions with allocations calculated at the cluster level to ensure concentration of investments and strategic geographical focus. Component 2 will be implemented by the respective PIUs in the four countries, while Component 3 will be implemented by the respective PIUs of the four countries or designated Government partners and the relevant research/academic institutions, with contractual arrangements tailored to each component. Further details on the institutional and implementation arrangements by country (Benin, Côte d'Ivoire, Ghana, and Togo) for these components are outlined in the following paragraphs.

#### **A. Benin**

9. **Project oversight and supervision.** Benin will establish an NSC responsible for providing the strategic direction of the project and approving the annual work plan and budget (AWPB). Due to the project's multisectoral nature, the NSC will include representatives of the main responsible ministries and agencies to ensure consistency with sectoral policies. It will be chaired by the Ministry of Economy and Finances (*Ministère de l'Économie et des Finances*, MEF) and will comprise of the following ministries: (a) MEF; (b) General Secretariat of the Presidency (*Secrétariat Général de la Présidence*); (c) Ministry of Decentralization and Local Governance (*Ministère de la Décentralisation et de la gouvernance locale*, MDGL); (d) Ministry of Interior and Public Security (*Ministère de l'Intérieur et de la Sécurité Publique*); (e) Ministry of Social Action and Microfinance (*Ministère de l'Action Sociale et de la Microfinance*); Ministry of Agriculture, Livestock and Fisheries (*Ministère de l'Agriculture, de l'Élevage et de la Pêche*); (f) Ministry of Living Environment and Sustainable Development (*Ministère du Cadre de Vie et du Développement Durable*); (g) Directorate General for Development Financing (*Direction Générale pour le Financement du Développement*); and (h) the Autonomous Amortization Fund (*Caisse Autonome d'Amortissement*, CAA).
10. **Project coordination and implementation.** The SETCO, under the General Secretariat of the Presidency, will be the implementing agency of the project. The SETCO will be created by a presidential Decree, which will be a condition for effectiveness. As the implementing agency, the SETCO will coordinate all project activities, manage financial resources, and ensure national and World Bank procedures are followed. The SETCO will leverage the Government's experience in managing CDD projects by recruiting key technical CDD staff involved in previous national CDD operations, which will support the facilitating of CDD processes and coordinating with sector ministries and LGs for alignment with sector development plans



and LDPs. The project will benefit from national experiences with previous World Bank-funded CDD projects such as the Community and Local Government Basic Social Services Project (P163560) and the Decentralized Community Driven Services Project (P117764).

11. **Main PIU staff.** The SETCO will serve as the national PIU to implement project activities. It is headed by the High Commissioner for the Sedentarization of Breeders (*Haut-Commissariat à la sédentarisation des éleveurs*), and PIU staff and consultants will consist of a coordinator; an assistant coordinator; a CDD specialists; a rural infrastructure specialist; a livestock and pastoralist specialist; a procurement specialist; an FM specialist; an accountant; an internal auditor; an M&E specialist; a social safeguards, gender, and GBV specialist; an environmental safeguards specialist; an ICT/information technology (IT) specialist; a communication specialist; a security specialist; and support staff. The following positions are considered key staff (which are crucial for the operating of the PIU) and will therefore be appointed or recruited before project effectiveness: a project coordinator, a CDD specialist, a social safeguards specialist, an environmental safeguards specialist, an FM specialist, a senior accountant, and a procurement specialist. The national PIU will be supported through subnational antennas at the department level staffed with regional coordinators, accountants, and safeguards staff. Contracts will be established with deconcentrated state structures, NGOs, and agropastoral associations to support field activities and monitoring for greater sustainability and scale.
12. **Community facilitators and technical partners.** Community facilitation arrangements will build on the country's CDD systems. At the village level, project activities will be facilitated by community facilitators (*acteurs porteurs de dynamique communautaire*) who will cover an average of about five villages. Commune-level activities will be facilitated by commune facilitators known as *animateur pour le développement des communautés*. They are already in place in each of the target communes by one facilitator per commune.
13. **LGs.** Benin has two official administrative divisions: departments and communes. Communes are the lowest level of decentralization and were instituted by the Law N°97-029 dated January 15, 1999. This law stipulates that communes have territorial authority, legal personality, and financial autonomy and are managed by a council (*conseil communal*), elected for five-year terms. Communes are responsible for managing local public affairs and for enhancing local governance, decentralization, and civic participation. The infra-communal level consists of arrondissements which are divided into neighborhoods (*quartiers*) in urban areas and villages in rural areas which have neither legal personality nor financial autonomy. The law requires communes to elaborate commune development plans (*Plan de Développement Communal*, PDC) in close collaboration with grassroots communities while ensuring their alignment with national and sectoral strategies with the aim to improve citizens' living conditions. The 1999 Decentralization Law has transferred to communes' responsibilities for leading local development, including communal planning, local economic development (economic services, building, equipment, and maintenance of local markets), public infrastructure, environmental protection, social and cultural development, transport, housing, urban planning, public health, hygiene and sanitation, early childhood and primary education, and literacy. This law also allows communes to delegate, obtain assistance, contract out, and subcontract part of their mandate. As part of the project, communes will be responsible for managing investments under Component 1. Following the principle of subsidiarity, communes will transfer funds to village committees under Subcomponents 1.1 and 1.3, for investments at the village level in scale, and will implement investments under Subcomponent 1.2.



14. **Community institutions.** At the community level, communities will be represented by ADV and *Association de Développement de Quartier de Ville* (ADQ). These local-level communities are responsible for organizing community life, identifying community priorities, implementing local development initiatives, and undertaking community procurement and FM. The ADV/ADQ is managed by a body (*Bureau de l'Associations de Développement Villageois*) composed of five members, namely (a) the president; (b) the secretary; (c) the treasurer; (d) the activities manager; and (e) the infrastructure officer. Other bodies supporting the ADV/ADQ include

- Community Communication and Facilitation Agents (*Agents Communautaires de Communication et d'Animation*) composed of at least three members (half of which are women) responsible for community mobilization, information, and communication;
- Technical Implementation Committee (*Comité Technique de Mise en Oeuvre*) composed of three members responsible for technical supervision of subprojects investments;
- Community Auditors (*Commissariat aux Comptes*) composed of three members (of which at least one woman) responsible for the verification of the application of selected acts, planning of subproject, and quality of expenses made by the ADV/ADQ;
- Community Grievance Management Committee (*Comité Communautaire de Gestion des Plaintes*) composed of five members including the *Bureau de l'Associations de Développement Villageois*;
- Community Procurement Committee (*Commission Villageoise d'ouverture et d'Evaluation des Offres*); and
- Mediators who are community volunteers designated to assist with grievance management.

## **B. Côte d'Ivoire**

15. **Project oversight and supervision.** Côte d'Ivoire will set up an NSC, chaired by the Prime Minister's Office. Its missions are to achieve the strategic objectives of the project. As a strategic and decision-making body, it is also responsible for approving the AWPB. The NSC will include the ministries in charge of (a) the State, Agriculture and Rural Development; (b) Transport; (c) Planning and Development; (d) Economy and Finance; (e) the Budget and the State Portfolio; (f) the Environment and Sustainable Development; (g) Promotion of Small and Medium Enterprises and Rural Transformation; (h) Youth Promotion, Professional Development and Civic Services; (i) Reconciliation and National Cohesion; (j) Animal Resources and Fisheries; (k) Solidarity and the Fight against Poverty; and (l) the Interior and Security. In addition, the NSC will also include the two umbrella bases of the local communities, *Union des Villes et Communes de la Côte d'Ivoire* and *l'Assemblée des Régions et Districts de Côte d'Ivoire*. UN agencies, bilateral and multilateral technical and financial partners, and specialized NGOs may be invited to attend steering committee sessions as observers.

16. **Project coordination and implementation.** The Prime Minister's Office will oversee the strategic and all necessary coordination and implementation of project activities. A PIU will be set up within the CCA, building on an existing PIU of an ongoing Cashew Value Chain Competitiveness Project (P158810; *Projet de Promotion de la Compétitivité de la Chaîne de Valeur Anacarde*, PPCA), to ensure appropriate and quality fiduciary and safeguards management as well as technical synergies in the northern Côte d'Ivoire. The CCA was chosen as the project PIU given its proven performance on project implementation and due diligence (including ESF and fiduciary matters), presence in the target northern regions of the country with existing and functioning regional offices, and good relationship with LGs and local communities, as well as



technical synergies in terms of agricultural, climate, and value chain/market-related activities and knowledge. The national PIU prepares work and budget plans, defines the technical guidelines for project implementation and M&E of project activities, manages contracts for investments implemented by the PIU, makes payments and disbursements, and prepares project progress reports. Four regional PIUs,<sup>120</sup> building on existing regional offices of CCA, will be reinforced with necessary technical staffing and will support the management of the project in their respective northern regions. For the implementation of the subprojects, coordination will be ensured as a priority by the technical services of the regional/communal council and the planning departments/units of the local authorities, and especially for Subcomponent 1.3, with the department or commission in charge of youth, representatives of the National Youth Council of Côte d'Ivoire/National Federation of Communal Youth Unions or NGOs to ensure compliance with technical standards where applicable at the local level and review of identified subprojects to confirm their alignment with the sector strategy and the local (regional and communal) development plans. For all three Subcomponents 1.1., 1.2, and 1.3, fiduciary responsibility (management of the project funds and procurement) will be at the PIU, in close coordination with the regional councils and beneficiary communities. Regional councils and communities will be engaged in playing important roles in terms of monitoring and O&M arrangement of subprojects. For Component 3, in addition to the PIU, Observatory of Solidarity and Social Cohesion (*Observatoire de la solidarite et de la Cohesion Sociale*), National Commission for Borders of Côte d'Ivoire (*Commission Nationale de Frontieres de la Côte d'Ivoire*), and University of Korhogo will be engaged as key representatives.

17. **Main PIU staff at the national and the regional levels.** The following positions are considered as key personnel (which are crucial for the functioning of the PIU) and will therefore be recruited or ensured before the effectiveness of the project in support of the CCA team: a national coordinator, a deputy national coordinator dedicated to the project, a dedicated procurement specialist, a dedicated FM specialist (who will be supported by a chief accountant and two accountants as needed), a dedicated M&E specialist, a CDD specialist, a social safeguards specialist (including gender/GBV), an environmental safeguards specialist, and a local economic development specialist. In addition, a security specialist, a technology/MIS specialist, a communication specialist, and support/administrative staff as needed will be recruited/ensured. A part-time youth programming officer will also be recruited. At the regional level, each regional office will have a deputy regional representative dedicated to the project (in addition to the existing regional representative for the PPCA), one CDD/training agent (to oversee facilitators), one accountant, one focal point on social and environmental safeguards, and one focal point on security issues, as well as administrative staff and drivers.
18. **FPs and community facilitators.** The community facilitation mechanisms will be based on the country's CDD systems with the experiences of the Post-Conflict Assistance Project (P082817, P144762 additional financing) , the National Program of Land and Rural Equipment Management Program (*Le Programme National de Gestion des Terroirs et d'Equipement Rural*), and National Agency for Support to Rural Development (*Agence Nationale d'Appui au Développement Rural*, ANADER). Thus, community facilitators will be recruited from among a lever of facilitators who could come from, among others, the ANADER and the National Youth Service of the National Civic Service Office, and/or based on calls for candidates to cover four villages per facilitator. These community facilitators will support the implementation of Subcomponents 1.1, 1.2, and 1.3. Local authorities and decentralized services will intervene in the technical and administrative monitoring of the services provided by the facilitators and NGOs. At the

<sup>120</sup> The plan is to build on existing CCA (and PPCA) offices in Bondoukou and Korhogo first, then in Odiénne, followed by the fourth office in Seguela to cover activities in two regions in Woroba.





village level, with development mutuals, the activities of identification, preparation, monitoring, and implementation of subprojects will be facilitated by these community facilitators.

19. **LGs.** The regional councils (*conseils regionaux*) as well as for certain zones the communal councils (*conseils communaux*) are the lowest official administrative division in Côte d'Ivoire, responsible for the organization and the coordination of the plans and initiatives of local development, on the basis of the inputs provided by representatives of villages that are covered under a given commune (municipality) or region. The project will support the updating of these plans and will strengthen the links with the priorities identified at the community level. The LDPs are supplemented by annual investment plans (AIPs), which will include the investments identified through the community approach of the project at the village level by the existing structure at the village level (*Mutuelles de Villages* - see the next paragraph). Thus, the project can ensure strong links with the existing local governance systems in the country, in particular with the advice provided by the main Ministry of Interior and Security with the support of the General Directorate of Decentralization and of Local Development for the compilation of data from municipalities and regional councils. The project will also provide capacity-building activities to these regional councils including on fiduciary and safeguards aspects of community-level investments and will assess their capacity at the midterm to see whether some of the project's funds management responsibility could be transferred from the PIU to regional councils.
20. **Community institutions.** At the community level, the communities will be represented by the 'Village Mutuals' (*Mutuelles de Village*), or VDCs to be created or revitalized, which are recognized as formal representatives, governed by Law No. 60-356 of September 21, 1960, relating to associations in Côte d'Ivoire. *Mutuelle de village* is the generic name used in the country by associations bringing together members of the same village or region and is a key functional structure in village communities. Indeed, their role is to regulate the management of collective life, to make financial investments, and to collect funds for the transformation of the living environment of village communities. The bureau of a village mutual (minimum of five members) is generally composed of a president, a general secretary, a general treasurer, two auditors, and according to the development objectives of the mutual, thematic working committees. Members are elected for a three-year term to support the development of the village in harmony with the village chief. The project will strengthen the capacities of these mutuals and CBOs to facilitate more larger community-level engagement for the identification and implementation processes of inclusive community development activities, which will feed the LDP and AIPs, in collaboration with the PIU and regional/commune councils.

### **C. Ghana**

21. **Project oversight and supervision.** The MLGDRD will have overall responsibility for project implementation. In implementing the project, two key institutions will be formed for the project at the national level to support the ministry. These are the POC (chaired by the Minister of MLGDRD) and the NTC (chaired by the Chief Director of MLGDRD). The POC, expected to meet at least twice every calendar year, will be responsible for providing the strategic direction of the project and approving the AWPB. It will be established within three months of project effectiveness. The POC will, among others, include the Ministry of Finance; Ministry of Gender, Children and Social Protection; Ministry of Youth and Sports; Ministry of Food and Agriculture; National Development Planning Commission; Ministry of the Interior; the Northern Development Authority; Ministry of Foreign Affairs and Regional Integration; and Ministry of National Security. The NTC on the other hand, will provide technical guidance for the implementation of project components and provide opportunity for achieving effective collaboration and synergies with



other implementing ministries, departments, and agencies covering the relevant sectors of the project to ensure consistency of the PDOs with sectoral policies. The NTC will also ensure coordination with key development partners. It will be established within three months of project effectiveness and is expected to meet at least twice every calendar year.

22. **Project coordination and implementation.** The POC (chaired by the Minister for MLGDRD) will oversee the coordination and implementation of the project activities. The Chief Director of MLGDRD will chair the NTC to review the AWPB. The NTC will consist of technical central-level staff from all relevant sector ministries, departments, and agencies represented at the POC, 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 the project activities.
23. **Main PIU staff.** A national PIU will be established within MLGDRD. It will prepare the AWPB, define technical project implementation guidelines, monitor and evaluate project activities, manage contracts for PIU-implemented investments, make payments and disbursements, and prepare reports on project progress. The PIU staff will consist of a national project coordinator supported by the following specialists and/or officers: a procurement specialist, an FM Specialist, a social safeguards specialist, an environmental safeguards specialist, an accountant, an M&E specialist, an infrastructure specialist, a local economic development specialist, a youth development specialist, a capacity-building specialist, an MIS specialist, a communication/knowledge management specialist, a security focal point (and security consultant, as needed), and a number of operational staff as may be required. The following positions are considered key staff and will therefore be designated, seconded, or recruited before project effectiveness: a project coordinator, a social safeguards specialist, an environmental safeguards specialist, an FM specialist, and a procurement specialist. The project will also leverage the Ghana PSNP's existing PIU zonal offices and undertake the necessary capacity enhancement/reorganization to ensure the PIU zonal offices have effective coverage of the targeted areas.
24. **LGs.** MMDAs are the highest political and administration authorities at the local level in Ghana and responsible for the overall development of the district. At the MMDA level, investments are harmonized under the four-year District Medium Term Development Plan (DMTDP) that provides a development vision for each district. The project will support updating these plans and strengthen links with priorities identified at the community levels. The DMTDP provides a menu of issues from which the districts prepare their Annual Action Plans (AAPs) and budgets, which will include investments identified through the project's community-centered approach. Thus, the project will ensure strong links with existing local governance systems and decentralization objectives. At the LG level, the MMDAs will be responsible for the implementation, supervision, and monitoring of the project activities. The District Planning Coordinating Unit (DPCU), with co-opted members (as needed), will support the MMDAs in the management of the project in their respective MMDAs. The DPCU will also ensure coordination with relevant Development Partners working in the district to promote synergies. The District Development Planning Officer, as the Secretary to the DPCU, will be the focal lead for the implementation of project activities. The reporting of project activities will be aligned to the existing reporting system of the district.
25. **Subdistrict level.** The substructures of LGs in Ghana are sub-metropolitan/urban/zonal/town/area councils and UCs. They perform functions assigned to them by their respective LGs. With this project, the role of sub-metropolitan/urban/zonal/area councils will be to coordinate and consolidate action plans of communities within their areas of jurisdiction.





26. **Community level.** The MMDAs will have overall responsibility for community sensitization and facilitating community-level participation throughout the life cycle of a subproject. A Facility Management Committee (FMC) will be formed for each target community or groups of target communities, and will support the MMDAs in overall management, implementation, community engagement, and monitoring at the community level. The FMC will automatically include community facilitators (to be appointed/recruited specifically for the project) and UC representatives (of targeted communities where subprojects are sited) and, if needed, other community members or representatives (for example, where there is no UC representative from that particular community). The MMDAs—supported by the FMC and National PIU/PIU Zonal Offices—will work with community leaders to facilitate discussions aimed at engaging a broad range of stakeholders in particular women, the elderly, youth, persons with disabilities, and other vulnerable people and groups. Discussions will provide an opportunity for communities to validate subprojects incorporated into the DMTDPs/AAPs. They will also work with the communities to identify, implement, and monitor project activities. The project will also leverage the GRM structure under the Ghana PSNP, which uses the Single Window Citizen Engagement Service which has an integrated Unified Case Management System, which provides a single platform for citizens to log, manage, monitor, and escalate grievances as well as to disseminate relevant information. This has been operationalized through the creation of the ‘Helpline of Hope’ Call Center that hosts toll-free phone lines and SMS.

**D. Togo**

27. **Project oversight and supervision.** An NSC chaired by the Prime Minister’s Office/*Primature* will be responsible for project oversight and supervision. The NSC will be composed of representatives of the following ministries and agencies: (a) Ministry of Economy and Finance; (b) Ministry of Grassroots Development, Youth and Youth Employment; (c) Ministry of Territorial Administration, Decentralization and Development of Territories; (d) Ministry of Agriculture, Livestock and Rural Development; (e) Ministry of Security and Civil Protection; (f) Ministry of Army; (g) Ministry of Social Action, Promotion of Women and Literacy; (h) Ministry of Planning and Cooperation; (i) Ministry of Accessibility and Rural Roads, (j) the ANADEB; (k) the National Institute for Statistics and Economic and Demographic Studies (*Institut National de la Statistique et des Etudes Economiques et Démographiques*); and (l) the Interministerial Committee for Preventing and Combating Violent Extremism (*Comité Interministériel de Prévention et de Lutte Contre l'Extrémisme Violent*). The NSC is responsible for providing the strategic direction of the project and approving the AWPB.
28. **Project coordination and implementation.** The ANADEB, under the MDBJEJ, will be the implementing agency, responsible for overseeing the coordination and implementation of project activities. The ANADEB’s existing executive board will serve as the technical committee responsible for ensuring the alignment of investments with the national and regional sectoral strategies and plans as well as providing overall technical guidance in the implementation of project activities. This executive board is already used as a technical committee by different projects, including World Bank-financed projects under the ANADEB. It includes designated technical central-level staff from different ministries in charge of (a) community development; (b) finances and economy; (c) territorial administration; (d) planning; (e) social action; and (f) agriculture and two representatives of CDCs (one member from a VDC and one member from a neighborhood development committee). The technical committee could be extended to include external observers, other ministries and Government agencies, civil society, and/or private sector representatives as needed. Regional Approval Committees (*Comité Régional d'Approbation*, CORAs), which are composed of the prefect of the region, representatives of sectoral ministries operating in the regions, and a civil society representative, will play a key role at the local level in ensuring the alignment of subprojects with



sectoral strategies and plans and avoiding duplication with Government-funded programs. The CORAs will collaboratively work with RAs in assessing subprojects' conformity to sectoral priorities.

29. **Main PIU staff.** To manage project activities more effectively, the ANADEB will establish a national PIU supported by three existing RAs covering the Savanes, Kara, and Centrale 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 the project progress. The national PIU will be staffed with seconded and newly recruited staff with the required technical competencies. Its staffing will be composed of a national project coordinator, a procurement specialist, an FM specialist, an accountant, an accountant assistant, an internal auditor, an internal auditor assistant, an M&E specialist, a CDD/capacity-building specialist, a social safeguards specialist (including gender/GBV specialist), an environmental safeguards specialist, an infrastructure specialist, a local economic development specialist, a youth development specialist, an RCP specialist, an ICT/IT specialist, an ICT/IT specialist assistant, a communication specialist, a security specialist, and support staff. The following positions are considered key staff (which are crucial for the operating of the PIU) and will therefore be appointed or recruited before project effectiveness: a project coordinator, a social safeguards specialist, an environmental safeguards specialist, an FM specialist, an accountant, and a procurement specialist. The project will support PIU staff capacity building for the effective implementation of the project.
30. The already established RAs in each of the target regions (Savanes, Kara, and Centrale) will support project implementation in their respective regions. Each of the three RAs is staffed with one regional coordinator and an M&E Officer. Additional regional staff to be recruited include CDD/ Grassroots Management Training, infrastructure, FM, juniors in environmental and social safeguards, and capacity building. One additional infrastructure specialist will be recruited for the Savanes' RA staff, given the large number of villages covered in this region.
31. **Community facilitators and technical partners.** At the village level, project activities will be facilitated by community facilitators recruited by the project as consultants and paid on a monthly basis. A community facilitator will cover up to five villages and will be responsible for supporting communities to identify, prioritize, prepare, implement, and monitor their subprojects. They will help establish VDCs in villages where VDCs do not yet exist and strengthen existing VDCs through the delivery of capacity-building activities to effectively implement subprojects and promote inclusion. One community volunteer per village will be selected to support the contracted community facilitator and ensure local capacity building. The facilitation structure will also include facilitators at the cluster (canton) level. These facilitators will be responsible for facilitating concertation and dialogue for cluster-level investments. At the commune level, the project will also recruit a commune facilitator/technical facilitator per commune to strengthen the capacity of the target communes for local planning and to implement the CDD approach. They will also support communes in updating or developing PDCs. The project will support the operationalization of a CDD Academy to ensure continuous capacity building of facilitators and contribute to the sustainable creation of a national pool of qualified facilitators.
32. **LGs.** Since 2018, Togo officially has three administrative levels (national, regional, and communal). Communes are the youngest administrative level and the lowest official divisions, which were recently created by the Law N° 2017-008 of June 29, 2017, with the aim to foster decentralization and local governance. The number of communes in the project areas amounts to 53, 45 percent of Togo's communes (16 communes in Savanes, 22 in Kara, and 15 in Centrale). A commune consists of several



cantons subdivided into villages in rural areas and neighborhoods (*quartiers*) in urban settings. The communes are officially tasked with the provision of services to local communities. Their mandate includes local development and planning, urban development, housing, infrastructure, transport, energy, water, education, and health, among others. They are also responsible for consolidating village development plans into comprehensive and harmonized Communal Development Plans (CDPs). The project will support the nascent decentralization process in the country by building the institutional and operational capacities of targeted communes. As most of the communes do not have a CDP, the project will support the development of a CDP in some (more vulnerable) target communes.

33. **Community institutions.** Local communities are represented by a VDC in rural areas and by a Neighborhood Development Committee (*Comite de developpement de quartier de ville*, NDC) in urban areas, as stipulated by the national decree N°2012-005/PR on local community development institutions. According to the 2012 decree, VDCs are responsible for enhancing local populations' participation in local economic, cultural, and social development initiatives that aim to foster inclusion and facilitate poverty reduction. The law provides local community development institutions with the authority to mobilize internal and external resources and conclude cooperation agreements with development partners. VDCs and NDCs consist of seven community members elected for a three-year renewable term. The law granted VDCs and NDCs authority to request the support of people or organizations that can help with their mission. The project will help formalized VDCs in areas where needed and strengthen existing or newly formalized CDCs to lead local development initiatives and enhance inclusion.

**Table 1.2. Role of LGs by Country**

Country	Role of the LGs
Benin	<p>At the LG level, communes are responsible for the implementation, supervision, and monitoring of the project activities. The role of LG will include</p> <ul style="list-style-type: none"> <li>• Enhancing local governance and civic participation,</li> <li>• Leading the preparation of PDCs in close collaboration with grassroots communities and supporting community planning activities,</li> <li>• Appraising and approving PDCs and ensuring alignment of PDCs with national and sectoral strategies,</li> <li>• Implementing and contracting investments under Component 1 that are intercommunity in scale, and</li> <li>• Disbursing funds to ADVs for the implementation of subprojects that are community level in scale under Component 1.</li> </ul>



Country	Role of the LGs
Côte d'Ivoire	<p>At the LG level, the regional councils (<i>conseils régionaux</i>) as well as for certain zones the communal councils (<i>conseils communaux</i>) will be engaged in providing support to villages in close coordination with the regional PIU offices. More specific roles of LG will include</p> <ul style="list-style-type: none"> <li>• Developing and coordinating LDPs and initiatives,</li> <li>• Approving AIPs which will include the investments identified through the community approach of the project at the village level,</li> <li>• Harmonizing LDPs with AIPs,</li> <li>• Ensuring strong links with the existing local governance systems including with sector/deconcentrated government agencies in the country, and</li> <li>• Providing capacity building and technical support including on fiduciary and safeguards aspects of community-level investments.</li> </ul> <p>To ensure and build the above-mentioned capacity at the LG level, the project will provide dedicated capacity-building activities to relevant staff and focal points of the LGs. These activities will also be done in coordination with other World Bank-funded projects (especially Youth Employment and Northern Cities Projects) and with other development partners (especially AFD which has implemented the capacity-building project for regional councils).</p>
Ghana	<p>At the LG level, MMDAs will be responsible for the implementation, supervision, and monitoring of project activities. The DPCU will support the MMDAs in the management of project activities. The role of LG will include</p> <ul style="list-style-type: none"> <li>• Harmonizing the project investments plans with the four-year DMTDP and strengthening links with priorities identified at the community level through the project's community-centered approach,</li> <li>• Ensuring strong links with existing local governance systems and decentralization objectives,</li> <li>• Appraising and approving the AWPBs,</li> <li>• Coordinating project implementation and contracting out part of the project activities as needed,</li> <li>• Implementing the subprojects at the community level through UCs in coordination with the community facilitators and other stakeholders involved in implementation,</li> <li>• Coordinating capacity-building and technical support activities,</li> <li>• Managing the procurement and FM aspects of the project investments,</li> <li>• Aligning reporting of project activities to the existing reporting system of the district, and</li> <li>• Ensuring coordination with other relevant programs and development partners working in the district to promote synergies.</li> </ul>
Togo	<p>At the LG level, communes will be engaged in providing support to villages in close coordination with the ANADEB's RAs. The role of the commune government will include</p> <ul style="list-style-type: none"> <li>• Supporting local development and governance through project processes and activities,</li> <li>• Consolidating village development plans into comprehensive and harmonized CDPs.</li> <li>• Supporting the development of a CDP in target communes as most of the communes do not have a CDP,</li> <li>• Appraising and approving CDPs and ensuring alignment of CDPs with regional and sectoral strategies, and</li> <li>• Coordinating project implementation and capacity-building activities.</li> </ul>
Overall, the project's Component 2 will finance TA and support to LGs to strengthen their capacity to play the above outlined role more effectively.	



## **II. Financial Management and Disbursement arrangements**

### **A. Budgeting Arrangements**

34. **The SETCO, CCA, and ANADEB in Benin, Côte d'Ivoire, and Togo, respectively, will each prepare an AWPB in accordance with ToR acceptable to the World Bank.** Implementing entities receiving funds from the abovementioned project implementing entities will submit their budgets to the respective national lead implementing entities for consolidation. The AWPB will then be approved by the respective NSC and submitted to the World Bank not later than November 30 of each calendar year throughout the implementation of the project.
35. **In Ghana, the project budgeting will be done in accordance with existing Government of Ghana (GoG) procedures for national and local-level governments.** Ministries, departments, and agencies receive budget guidelines from the Ministry of Finance and, based on sectoral policies, issue internal budget guidelines to the respective cost centers (departments and agencies). Specifically, at the subnational level, MMDAs prepare DMTDP and AAPs which inform resource allocation and budget preparation. The completed consolidated budget (AWPB) will be approved by members of the POC chaired by the Chief Director of MLGDRD and subsequently submitted to the World Bank for review and clearance.
36. **The implementing entities will monitor the project execution with the project accounting software in accordance with the budgeting procedures specified in the FM procedures manual, and they will report on variances along with submitting the quarterly or semiannual unaudited IFRs.** The budgeting system will need to forecast for each fiscal year the origin and use of funds. Only budgeted expenditures will be committed and incurred to ensure that 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 AWPB.

### **B. Accounting Arrangements**

37. **Accounting policies and procedures and information system.** Overall, accounting procedures are adequate for the selected project implementing entities of the four countries. The implementing entities in the four countries will customize the existing accounting systems, within three months after effectiveness, to reflect the needs of the proposed project.
38. The existing FM Procedures Manuals in Côte d'Ivoire and Togo will be updated within three months after effectiveness, to consider the new project context. In Benin, the FM procedures will be described in the PIM to be elaborated and adopted before the disbursement under Component 1 of the project. Finally, in Ghana, the Accounting Manual in place at MLGDRD has been updated and will be used for this project.
39. **Accounting staff.** To strengthen the accounting staffing arrangements in the selected project implementing entities for the four participating countries, several actions are recommended. All accounting staff will be trained in World Bank FM and disbursement procedures as well as in the use of the project accounting software.
  - **Benin.** The SETCO FM team will be staffed by an administrative and financial manager, a chief accountant, a central accountant, and four regional accountants.
  - **Côte d'Ivoire.** Currently, the FM team of CCA comprises one FM specialist and two senior accountants. For the new project, CCA will recruit a dedicated FM specialist first, supported by a



senior accountant and two accountants as needed for the central office in Abidjan, as well as an accountant in each of the regional PIU offices within two months after effectiveness.

- **Ghana.** MLGDRD has assigned a qualified Government accountant as the project accountant.
- **Togo.** The current FM team within the ANADEB comprises two qualified and experienced FM officers in charge of the FM activities of the two projects being managed by the ANADEB, at the central level, and an accountant in each of the five RAs. For the new project, it was agreed that the ANADEB will recruit an FM officer and an accountant, based on the ToR acceptable to the World Bank, to be located in Lomé office of the ANADEB, before effectiveness and an accountant in each of the three ANADEB RAs in the project area, before the first disbursement under Component 1 of the project.

40. **Accounting standards and basis.** All fiduciary units in Benin, Côte d'Ivoire, and Togo will use the current SYSCOHADA accounting system customized for African francophone countries, while in Ghana, the project will use existing GoG accounting and reporting processes and guidelines as provided by the Ministry of Finance.

### **C. Internal Control and Internal Audit Arrangements**

41. **Internal controls.** The internal control procedures will be documented in the FM Manuals of procedures for each of the project implementing entities and their PIM, considering gaps in their existing FM Manuals/Regulations to ensure that the project FM arrangements are in line with the FAs. These efforts will ensure that the new project has an effective internal control system covering the procedures required to support activities under the five components, including those that will be carried out with subnational and local actors. A review of the internal control systems noted no major internal control or accountability issues. In Ghana and Togo, the PIM will be considered as a disbursement condition under the disbursement category 1 (subgrants under Component 1). In Côte d'Ivoire and Benin, the PIM will be an effectiveness condition. Detailed procedures describing the procedures related to the disbursement to the communities with specific sections on anti-corruption aspects will be part of the PIM.
42. **Internal audit.** Robust internal audit arrangements are in place in Côte d'Ivoire, Ghana, and Togo. Since the SETCO will be created, there is no internal audit functions in place in Benin. Therefore, an internal auditor will be recruited by the SETCO, within three months after effectiveness. For Togo, at the time of the FM assessment, the internal audit functions are assumed by one internal auditor at the ANADEB. Thus, it was agreed that the internal audit functions in Togo will be strengthened by recruiting a qualified and experienced internal auditor assistant at the central level, within three months of effectiveness. Internal auditors in each of the implementing entities will be required to conduct periodic risk-based fiduciary review of the project including time-bound action plans to strengthen the control environment. The action plan issued by the internal auditors will be an annex of the quarterly and semiannual IFRs to be furnished to the World Bank, to ensure the timely implementation of the key actions recommended by internal auditors.

### **D. Governance and Anti-Corruption Arrangements**

43. All country implementing entities will follow their institutional rules/regulations/guidelines/policies and procedures. FM arrangements will ensure that there are internal control systems in place and audits conducted to prevent and detect fraud and corruption. Transparency and accountability are highly encouraged by putting the project budget and audited financial statements on the project implementing





entity's websites where applicable. Complaint-handling mechanisms should also be set up by the project implementing entities so that beneficiaries who are not receiving services as planned have a mechanism to raise their complaints and ensure that they are followed up and addressed. This will involve putting a system in place to record all complaints received, direct them to the person responsible for addressing them, and record when a response is sent to the complainant. The new project must also comply with the World Bank Anti-Corruption Guidelines. The use of the Geo-Enabling for Monitoring and Supervision (GEMS) and other digital community-based applications will be explored throughout the project implementation. The objective is to support the implementation of the project operations through the application of digital M&E and remote supervision mechanisms. The use of GEMS will focus on building the capacities of the project teams and clients, including PIUs, to use cost-free and user-friendly ICT tools to provide time-sensitive information about activities implemented in the field, with a particular focus on those implemented at the local level. Thus, the use of GEMS, proposed to be deployed for the monitoring of subprojects in the communities in the remote areas, would also provide additional real-time information for internal and external audits.

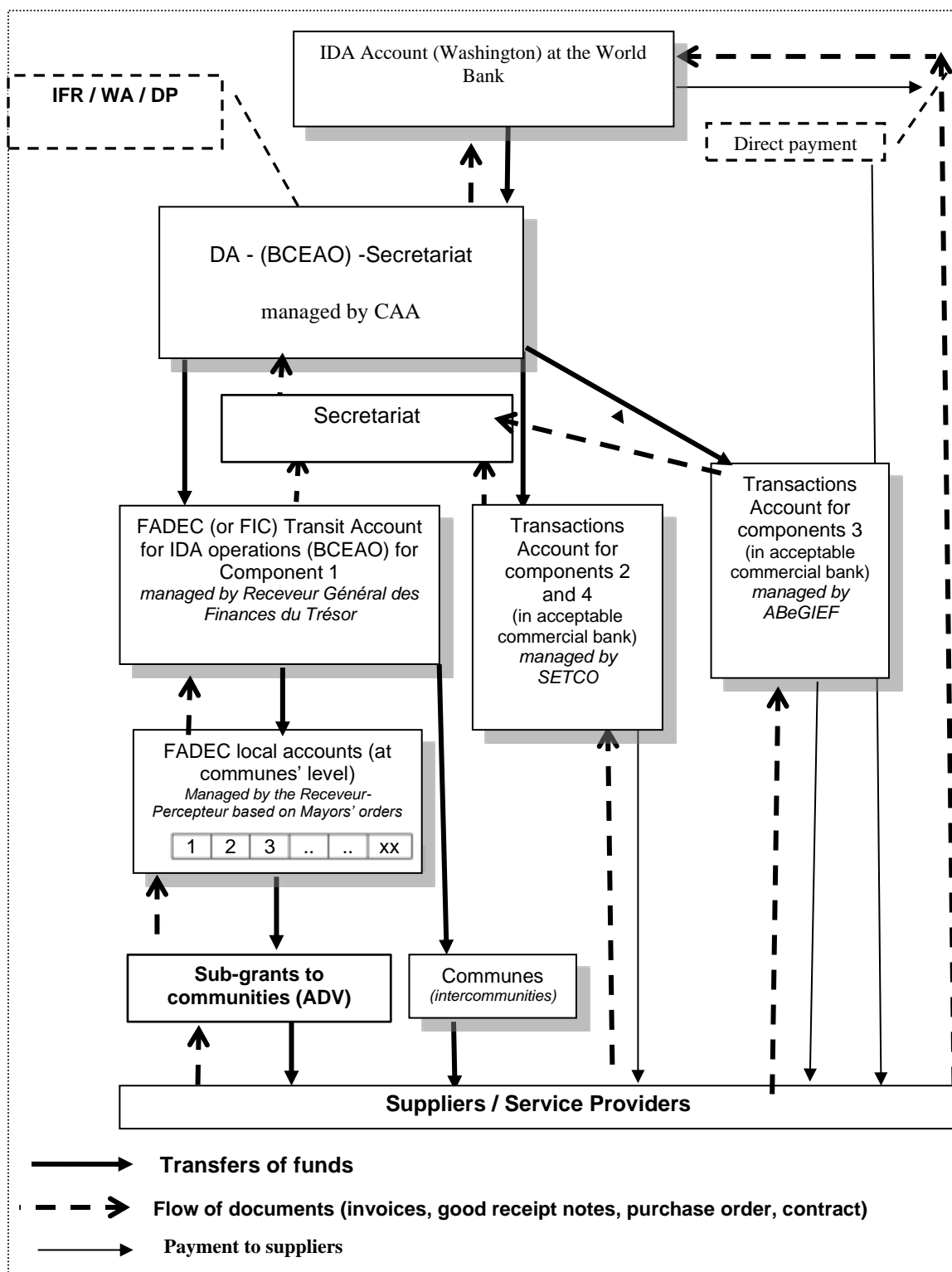
#### **E. Funds Flow Arrangements**

44. **Designated and project Accounts.** The SETCO and CCA in Benin and Côte d'Ivoire, respectively, will open a DA, denominated in XOF, at the BCEAO) and a Project Operational Account denominated in XOF in a reputable commercial bank acceptable to the World Bank. MLGDRD in Ghana will open a single US dollar DA located at the Bank of Ghana or at a commercial bank acceptable to the World Bank. Finally, the ANADEB in Togo will open a DA in a reputable commercial bank acceptable to the World Bank. Payments to eligible expenditures can be made from either the DA or the Project Operational Account. The signatories to these accounts should be in line with the FM Procedures Manuals.
45. **Disbursements.** All project implementing entities in the four countries (Benin, Côte d'Ivoire, Ghana, and Togo) will access funding from the World Bank using the disbursement methods described in the World Bank Disbursement Handbook (that is, advance, direct payment, reimbursement, and special commitments). Detailed disbursement procedures will be documented in the FM Procedures Manuals. Upon Credit/Grant effectiveness, each entity will be required to submit a withdrawal application for an initial deposit to the DA, drawn from the IDA Credit/Grant, in an amount to be agreed to in the Disbursement and Financial Information Letter. Further deposit of funds from IDA to the DA will be made upon evidence of satisfactory utilization of the advance, reflected in Statements of Expenditures (SOEs) for Benin, Côte d'Ivoire, and Togo, while in Ghana, funds flow and disbursement will be implemented using the report-based disbursement arrangements. Customized SOE will be used to report on the use of funds under Component 1 of the project (see table 1.9). Withdrawal applications must be submitted regularly, at least once a month in Benin, Côte d'Ivoire, and Togo. In Ghana, funds flow and disbursement will be implemented under the principles of traditional IPF arrangements using the report-based disbursement arrangements, and withdrawal applications must be submitted at least once a quarter.
46. If ineligible expenditures are found to have been made from the Designated and/or Project Operational 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 FA, 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 letters.





Figure 1.2. Flow of Funds - Benin

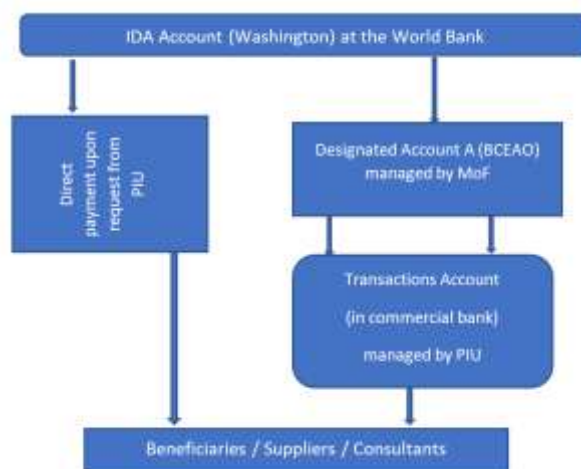




47. The processes of transfer are summarized as follows:

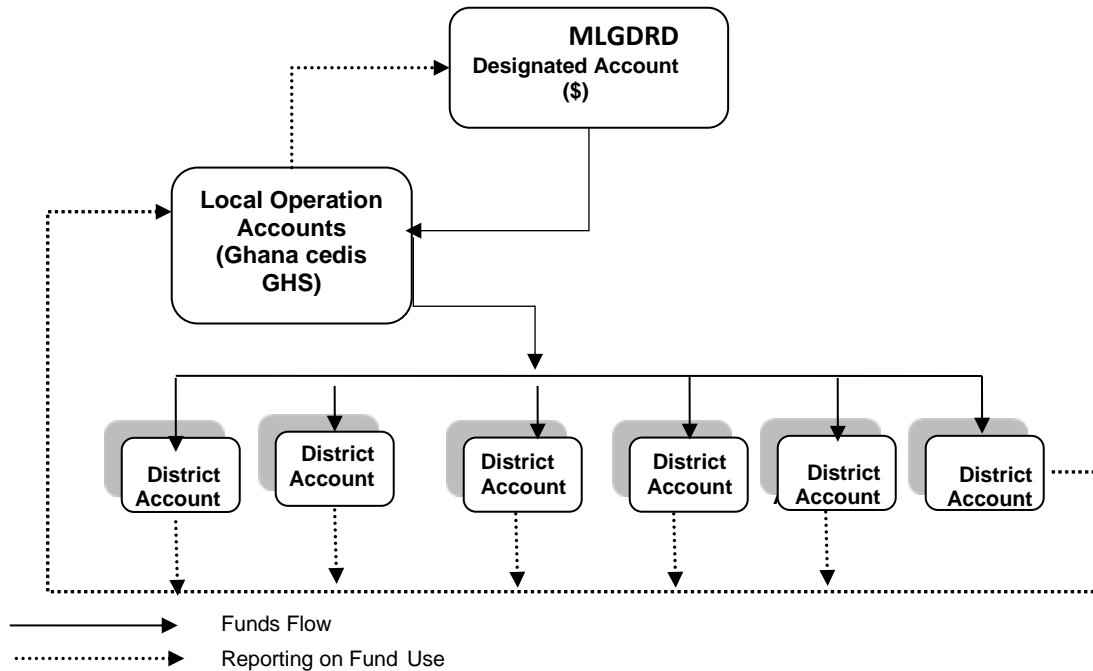
- (a) Funds will flow from the Credit Account through the DA to be opened at the Central Bank of Benin (BCEAO). For the Component 1 activities, the funds would be released in one transit account to be opened at the Central Bank of Benin for the transfers to communes through the FADEC mechanism and for the other components (Components 2, 3, and 4), a transactions account will be opened in a reputable commercial bank for the other activities of the project. The FADEC transit account for IDA operations will be managed in compliance with FADEC procedures. Payments orders from the transactions account would be jointly signed by the project coordinator and the project FM specialist.
- (b) All the operations executed at the commune level (Component 1) (the recording system as well as the entire transactions on each local FADEC account) will be subject to at least a quarterly regularity review by the regional treasury agent (*receveur des finances de la préfecture*) to prevent possible diversion of funds. The financial controllers in each department covered by the project will be supporting local treasury agents and the communities in bookkeeping and in preventing any noncompliance on agreed fiduciary procedures—especially adherence with predefined fund transfers time from the central level to the commune level and from the commune level to the communities.
- (c) Mechanisms to increase social accountability, such as a GRM designed to receive complaints including allegations of misuse of funds, will be developed during the project implementation. However, it was noted that the Government is restructuring the FADEC by creating a new organization named FIC. There is currently no clear information on the manner this new organization will be structured and work.
- (d) An internal auditor will be recruited to carry out the project's internal audit activities. In line with the Benin Use of Country System Report, the project's internal control system could be strengthened by establishing a close collaboration between the Directorate of Inspection (*Inspection Générale des Finances*, IGF) and the project's internal audit unit for conducting periodical internal audit review on the project activities.

Figure 1.3. Flow of Funds - Côte d'Ivoire





**Figure 1.4. Flow of Funds - Ghana**

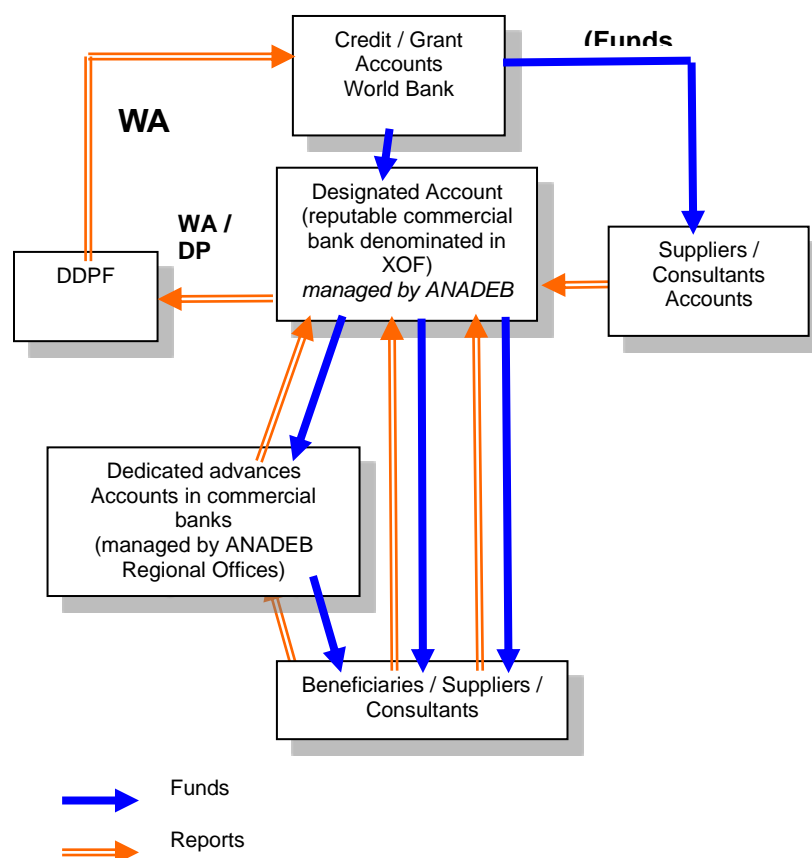


48. In Ghana, the transfer process is summarized as follows:

- Districts submit AWPBs to the Ministry for approval.
- Approved district work plans are consolidated as part of the project AWPB.
- Project AWPB serves as a basis to prepare annual cash forecast.
- MLGDRD submits six months cash forecast to the World Bank for fund request.
- On receipt of funds, the ministry transfers to the districts up to 50 percent of the six months fund request on an imprest basis.
- District assemblies then undertake the project, and upon spending 70 percent of the initial advance (or on a quarterly basis), they submit financial returns supported by adequate documentation to the Director of Finance for review and replenishment.
- The Director of Finance reviews and consolidates the respective district financial reports into a project IFR for onward submission to the World Bank for documentation of the DA.



**Figure 1.5. Flow of Funds - Togo**



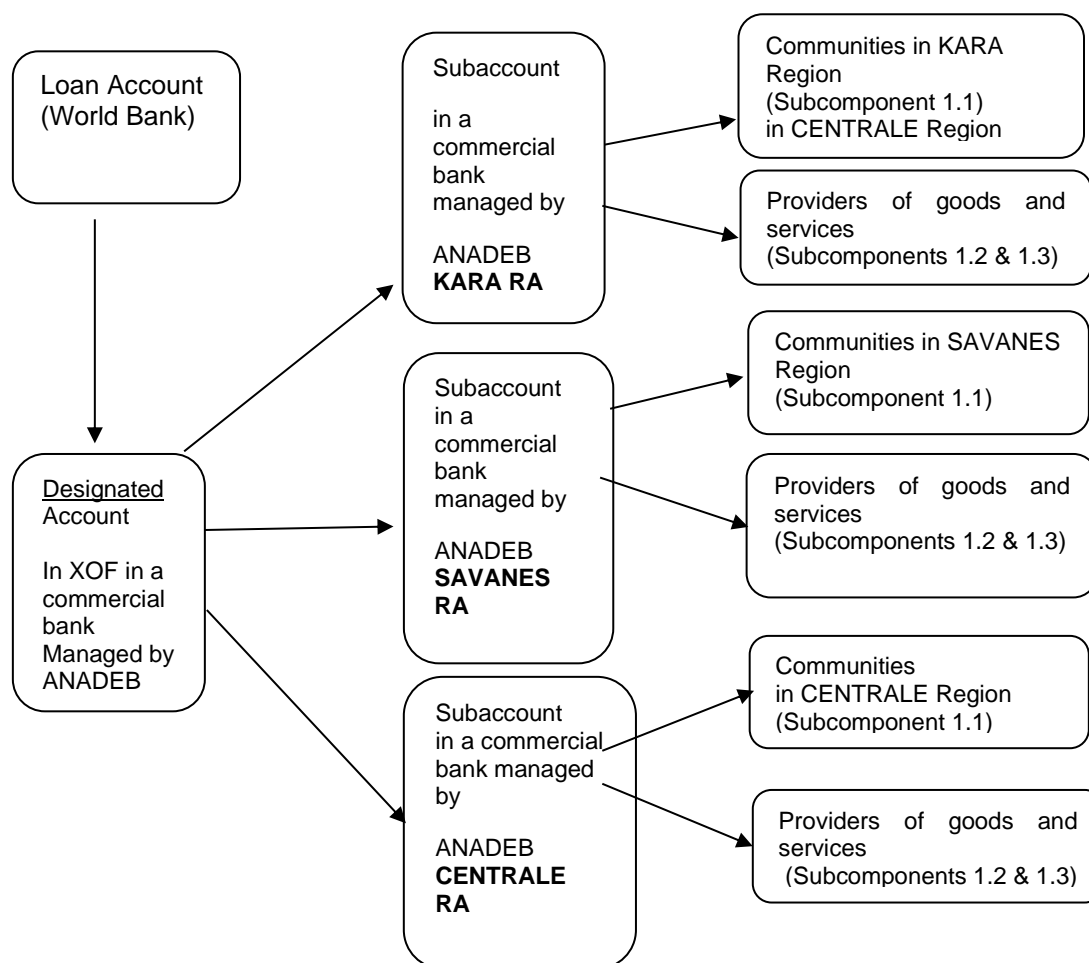
DDPF : *Direction de la Dette Publique et du Financement* ; DP: Direct Payment; WA: Withdrawal Application

49. The transfer process is summarized as follows:

- Subprojects' activities are part of the project consolidated AWPB which is approved by the respective NSCs (or POC for Ghana).
- Based on the agreed activities to be implemented at the local level, FAs will be signed between the project coordination unit or the delegated entities and the selected (i) villages for Subcomponent 1.1; (ii) village cluster/community group for Subcomponent 1.2; and (iii) youth representatives for Subcomponent 1.3.
- The total FAs funds will flow from the DA to the subaccounts of the three ANADEB antennas.
- For Subcomponent 1.1, 50 percent of the amount of the FA will be disbursed to the village bank account.
- For Subcomponent 1.1, the subsequent disbursements to the village bank account will be made by tranches, based on the cash forecasts provided by the village representatives.
- For Subcomponents 1.2 and 1.3, the funds will flow from the subaccounts held by the RAs to the suppliers and other services providers.



**Figure 1.6. Flow of Funds for Component 1 - Togo**



50. After the first year of the project implementation, the disbursement mechanism designed for Subcomponent 1.1 would be available for Subcomponents 1.2 and 1.3 for activities that are at the community level in scale. This option would be confirmed by the World Bank based on an assessment of a sample of communities. Details of funds flow under each subcomponent will be documented in the PIM.
51. **Eligible Expenditures.** Disbursement categories for eligible expenditures for each country are as follows.

**Table 1.3. Benin**

Category	Amount of the Credit Allocated (expressed in EUR)	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (incl. of Taxes)
(1) Sub-grants under Part 1 of the project	20,200,000	32,400,000	100%
(2) Goods, works, non-consulting services, consulting services, Operating Costs and Training under Parts 2, 3 and 4 the project	20,200,000		100%



(3) Emergency Expenditures under Part 5 of the project			100%
<b>TOTAL AMOUNT</b>	<b>40,400,000</b>	<b>32,400,000</b>	

**Table 1.4. Côte d'Ivoire**

Category	Amount of the Financing Allocated (expressed in EUR)	Percentage of Expenditures to be Financed (inclusive)
(1) Goods, works, non-consulting services, consulting services, Operating Costs and Training under Parts 1, 2, 3, and 4	134,000,000	100%
(2) Emergency Expenditures under Part 5 of the project	0	100%
<b>TOTAL AMOUNT</b>	<b>134,000,000</b>	

**Table 1.5. Ghana**

Category	Amount of the Financing Allocated (expressed in US\$)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Sub-grants under Part 1 of the project	112,500,000	100%
(2) Goods, works, non-consulting services, consulting services, Operating Costs and Training under Parts 2, 3 and 4 the Project	37,500,000	100%
(3) Emergency Expenditures under Part 5 of the Project	0	100%
<b>TOTAL AMOUNT</b>	<b>150,000,000</b>	

**Table 1.6. Togo**

Category	Amount of the Credit Allocated (expressed in EUR)	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (incl. of Taxes)
(1) Sub-grants under Parts 1.1 and 1.3 of the project	5,380,000	21,600,000	100%
(2) Goods, works, non-consulting services, consulting services, Operating Costs and Training under Parts 1.2, 2, 3 and 4 the project	21,520,000	0	100%
(3) Emergency Expenditures under Part 5 of the project	0	0	100%
<b>TOTAL AMOUNT</b>	<b>26,900,000</b>	<b>21,600,000</b>	

52. **Retroactive Financing.** At the request of the Recipients and on agreement with the World Bank, retroactive financing amounts were agreed with all four countries. For Benin, an amount not exceeding EUR 450,000 is allocated as retroactive financing under Category 2 of the financing agreement for payments made prior to the signing of the Financing Agreement for expenses incurred and paid for on or after June 1, 2021. For Côte d'Ivoire, an amount not exceeding EUR 1,100,000 is allocated as retroactive financing under Category 1 of the financing agreement for payments made prior to the signing of the Financing Agreement for expenses incurred and paid for on or after June 1, 2021. For Ghana, an amount not exceeding US\$2,000,000 is allocated as retroactive financing under Category 2 of the financing agreement for payments made prior to the signing of the Financing Agreement for expenses incurred and paid for on or after June 29, 2021. For Togo, an amount not exceeding EUR 450,000 is allocated as retroactive financing under Category 2 of the financing agreement for payments made prior to the signing



of the Financing Agreement for expenses incurred and paid for on or after May 1, 2021.

53. **Financial reporting arrangements.** The SETCO, CCA, MLGDRD, and ANADEB in Benin, Côte d'Ivoire, Ghana, and Togo, respectively, will prepare quarterly unaudited IFRs in form and content satisfactory to the World Bank, which will be submitted to the World Bank within 45 days after the end of the calendar quarter to which they relate. Due to the inherent risk to the CDD approach, the semiannual frequency would be not allowed under this project. The frequency, formats, and contents of the IFR has been agreed between the World Bank and the countries' representatives. Community block grants reporting will follow the requirements as stipulated in the financial management section of the PIM, in the case of Ghana, and in the FM Procedures Manual in Benin, Côte d'Ivoire, and Togo, to be elaborated or revised. Receipts and expenditure at the subproject level will be reported in a specific format upon completion of the subproject. Similarly, receipt and expenditure at the village cluster level will be reported in a specific format upon completion of the subproject cycle for that village cluster. The contents of the IFR for all implementing entities will include the following information to account for the project funds:
- Statement of Sources and Uses of Funds
  - Statement of Uses of Funds by Project Activity/Component
  - DA Activity Statement
  - Bank statements for both the Designated and Project Account and related bank reconciliation statements
  - Summary statement of DA expenditures for contracts subject to prior review
  - Summary statement of DA expenditures not subject to prior review.
54. The SETCO, CCA, MLGDRD, and ANADEB in Benin, Côte d'Ivoire, Ghana, and Togo, respectively, will also prepare annual financial statements for the project within three months after the end of the accounting year. These financial statements will comply with SYSCOHADA for Benin, Côte d'Ivoire, and Togo, while in Ghana, the project's financial statements preparation will follow the existing GoG accounting and reporting processes and guidelines as provided by the Ministry of Finance. In the four countries, regardless of the accounting standards used, the project's financial statements would comply with the World Bank requirements. The audited financial statements will be required to be submitted to the World Bank within six months after the end of the fiscal year. In addition, the PIUs will be required to submit the entity's annual financial statements.
55. **External audit arrangements.** Benin, Côte d'Ivoire, and Togo will use private audit firms that are acceptable to the World Bank; the project will meet the cost of hiring a private audit firm. All audits will be carried out in accordance with International Standards on Auditing. ToR for each implementing entity in the above three countries will be agreed with the World Bank. The external auditors must be appointed within six months of project effectiveness.
56. In conformity with its mandate under Article 187 of the Constitution and the Audit Service Act, 2000 (Act 584), the Auditor-General is solely responsible for the auditing of all public accounts of the Republic of Ghana and of all public offices, including the courts, the central and local government, administrations of the universities and public institutions of like nature, of public corporation or any other body or organization established by an Act of parliament. In this regard, and consistent with the use of country FM systems, the Audit Service will be mandated to conduct the audit of the project's financial statements. Consistent with this practice, the Audit Service will audit the funds allocated and disbursed to the MMDAs





under this program and issue a single integrated audit opinion for the entire program and copy submitted to the World Bank. That said, however, in recent times due to workload challenges in complying with other statutory assignments, the World Bank may opt for the project to competitively engage a private audit firm to undertake the annual audits of the funds.

57. For the four countries, the audit of the project's financial statements will be performed on an annual basis and will include a satisfactory sample of subprojects. The audit reports for the project accounts, together with management letters, should be submitted to the World Bank within six months after the end of the Government's fiscal year (December 31 for the four countries). The audit reports will be publicly disclosed by the World Bank in accordance with the World Bank disclosure policy.
58. Table 1.7 presents the FM Action Plan for the project, with the entity responsible for each action and the completion date.

**Table 1.7. Financial Management Action Plan**

Issue/Topic	Action Recommended	Responsible Body/Person	Completion Status/Date
<b>All countries</b>			
<b>Information system accounting software</b>	Configure the existing accounting software parameters to consider the specificity of the project.	Respective Governments except Benin and Ghana	Within three months of project effectiveness
<b>PIM</b>	Elaborate and adopt the PIM including detailed subprojects management procedures.	Respective Governments except Benin and Côte d'Ivoire	Prior disbursement under the Disbursement Category 1 (sub-grants under Component 1)
<b>Administrative, Accounting, and Financial Procedures Manual</b>	Update the existing FM procedures manuals.	Respective Governments except Benin	Within three months of project effectiveness
<b>External Auditing</b>	Recruitment and appointment of an external auditor	Respective Governments except Ghana	Within six months of project effectiveness
<b>Specific</b>			
<i>Benin</i>			
<b>Staffing</b>	Recruit an FM officer and a senior accountant at the central level.	Government of Benin	Effectiveness
	Recruit an additional accountant at the central level.	Government of Benin	Within three months after effectiveness
	Recruit four regional accountants.	Government of Benin	Prior disbursement under Component 1
<b>Information system accounting software</b>	Acquire and install an accounting software.	Government of Benin	Within five months after effectiveness
<b>Internal Auditing</b>	Recruit an internal auditor.	Government of Benin	Within three months after effectiveness



Issue/Topic	Action Recommended	Responsible Body/Person	Completion Status/Date
<b>PIM, including FM Procedures Manual</b>	Elaborate and adopt the PIM including detailed FM procedures and procedures related to the disbursement to the communities with specific sections on anti-corruption aspects.	Government of Benin	Effectiveness
<i>Côte d'Ivoire</i>			
<b>Staffing</b>	Recruit or appoint (a) a qualified deputy FM specialist, a senior accountant, and two accountants at the central level and (b) an accountant in each of the regional PIU offices.	Government of Côte d'Ivoire	Within three months of project effectiveness
<b>Internal Auditing</b>	Sign a protocol between the IGF and PPCA PIU.	Government of Côte d'Ivoire	Within two months after effectiveness
<b>PIM, including FM Procedures Manual</b>	Elaborate and adopt the PIM including detailed FM procedures and procedures related to the disbursement to the communities with specific sections on anti-corruption aspects.	Government of Côte d'Ivoire	Effectiveness
<i>Ghana</i>			
<b>Information system accounting software</b>	Set up the project finances on GIFMIS platform.	GoG	Within three months of project effectiveness
<i>Togo</i>			
<b>Staffing</b>	Recruit or appoint an FM officer and an accountant at the central level, in Lomé office.	Government of Togo	Before effectiveness
	Recruit or appoint an accountant in each of the three RAs.	Government of Togo	Before disbursement under Component 1
<b>Internal Auditing</b>	Recruit or appoint an internal auditor assistant at the central level, in Lomé office.	Government of Togo	Within three months of project effectiveness

59. **Implementation Support Plan.** For FM, implementation support missions will be carried out twice a year for Côte d'Ivoire, Ghana, and Togo, and Benin. Implementation support will also include desk reviews, such as the review of IFRs and audit reports. In-depth reviews and forensic reviews may be done where deemed necessary. The FM implementation support will be an integral part of the project's implementation reviews. For Benin, given the specific FM residual risk is rated High, FM implementation support missions will be carried out at least every four months. The use of GEMS and other digital community-based applications will be explored throughout the project implementation. The objective is to support the implementation of the project operations through the application of digital M&E and remote supervision mechanisms. The use of GEMS will focus on building the capacities of the project teams and clients, including PIUs, to use cost-free and user-friendly ICT tools to provide time-sensitive information about activities implemented in the field, with a particular focus on those implemented at the local level. Thus, the use of GEMS proposed to be deployed for the monitoring of subprojects in the



communities in the remote areas would also provide additional real-time information for internal and external audits.

60. **Conclusion.** The conclusion of this assessment is that the FM arrangements in place meet the World Bank's minimum requirements under World Bank Policy and Procedures for IPF Operations and therefore are adequate to provide, with reasonable assurance, accurate and timely information on the status of the project required by the World Bank. The overall FM residual risk rating is Substantial for the four countries (Benin, Côte d'Ivoire, Ghana, and Togo).

### **III. Procurement**

#### **A. Benin**

61. The Borrower will carry out procurement for the project in accordance with the World Bank's Procurement Regulations under the NPF and the Anti-Corruption Guidelines, and other provisions stipulated in the FAs.
62. **Institutional arrangements for procurement.** Procurement shall be carried out by the following:
- (a) **The SETCO at the national level.** The SETCO will be responsible for the procurement process and will be responsible of the coordination of all procurement activities envisaged under the project, including those of the communes and communities.
  - (b) **The communes.** Works, goods, non-consulting services, and consulting services to be procured by the communes for the implementation of their subprojects will be procured by the procurement commission of communes (*Commission de Passation des Marchés Publics* in French) according to rules of transparency, economy, efficiency, and equality judged acceptable by the IDA. The project will build procurement capacity in communes. All procurement prior-review documents should be submitted to IDA through the Technical Specialist.
  - (c) **The community associations.** Communities will implement subprojects according to simplified procedures (procurement with community participation) accepted by IDA.
63. The Bidding Documents and Request for Proposals (post review) elaborated by the implementing agencies will be submitted to request the clearance of the Procurement Control Commission or the National Procurement Control Directorate (*Direction Nationale de Contrôle des Marchés Publics*) under the Ministry of State in Charge of Economy and Finance depending on the competency of the procurement control threshold.
64. **Procurement Notices.** The Borrower shall prepare and submit to the World Bank a General Procurement Notice (GPN), and the World Bank will arrange for publication of the GPN in the United Nations Development Business (UNDB) online and on the World Bank's external website. The Borrower may also publish it in at least one national newspaper. The Borrower shall publish the Specific Procurement Notices (SPNs) for all goods, works, non-consulting services, and the Requests for Expressions of Interest on their free-access websites, if available, and in at least one newspaper of national circulation in the borrower's country and in the official gazette. For open international procurement for selection of consultants using an international shortlist, the borrower shall also publish the SPN in UNDB online and, if possible, in an international newspaper of wide circulation; the World Bank arranges for the simultaneous publication of the SPN on its external website.



65. **PPSD.** The Borrower has prepared and finalized the PPSP which describes how procurement activities will support project operations for the achievement of the PDOs and deliver value for money. The procurement strategy is linked to the project implementation strategy ensuring proper sequencing of activities to be supported. It considers institutional arrangements for procurement, including at the commune and village level; roles and responsibilities; thresholds, procurement methods, and prior review; and the requirements for carrying out procurement. It also includes a detailed assessment and description of government capacity for carrying out procurement and managing contract implementation within an acceptable governance structure and accountability framework. Other issues considered include the behaviors, trends, and capabilities of the market (that is, market analysis) to respond to the PP.
66. **Procurement Plan.** The PP was prepared. The procurement activities that are critical for the success of this operation will consist of works, consulting services, and acquisition of goods for most of the contracts. The recruitment of civil servants as individual consultants or as part of the team of consulting firms will abide by the provisions of paragraph 3.23 (d) of the Procurement Regulations.
67. **Training, workshops, study tours, seminars, and conferences.** Training activities would comprise workshops and training, based on individual needs, as well as group requirements, on-the-job training, and hiring of consultants for developing training materials and conducting training. Selection of consultants for training services follows the requirements for selection of consultants above. All training and workshop activities (other than consulting services) would be carried out on the basis of approved annual work plans/training plans that would identify the general framework of training activities for the year, including (a) the type of training or workshop; (b) the personnel to be trained; (c) the institutions which would conduct the training and reason for selection of this particular institution; (d) the justification for the training, how it would lead to effective performance and implementation of the project and/or sector; (e) the duration of the proposed training; and (f) the cost estimate of the training. A report by the trainee(s), including completion certificate/diploma upon completion of training, shall be provided to the project and will be kept as part of the records, and will be shared with the World Bank if required. A detailed training and workshop plan outlining the nature of the training/workshop, number of trainees/participants, duration, staff months, timing, and estimated cost will be submitted to the World Bank for review and approval before initiating the process. The selection methods will derive from the activity requirement, schedule, and circumstance. After the training, the beneficiaries will be requested to submit a brief report indicating what skills have been acquired and how these skills will contribute to enhance their performance and contribute to the attainment of the project objective.
68. **Operational costs.** Operational costs financed by the project means the incremental expenses incurred as necessary for the required purpose, based on the AWPB as approved by the Association, on account of project implementation, management, and M&E; office space rental; computers; utilities; supplies; equipment maintenance; bank charges; vehicle operation, maintenance, and insurance; communications and public awareness-related media expenses; travel and supervision; and salaries, bonuses, and incentives of contractual and temporary staff but excluding those of members of Benin's civil service.
69. **Procurement Manual.** Procurement arrangements, roles and responsibilities, methods, and requirements for carrying out procurement shall be elaborated in detail in the Procurement Manual which will be a section of the PIM. The PIM will be prepared and agreed with the World Bank before effectiveness.
70. **Procurement methods.** The Borrower will use the procurement methods and market approach in accordance with the Procurement Regulations. Open National Market Approach is a competitive bidding procedure normally used for public procurement in the country of the borrower and may be used to



procure goods, works, or non-consulting services, provided it meets the requirements of paragraphs 5.3–5.6 of the Procurement Regulations. The thresholds for market approaches and procurement methods are indicated in table 1.9, along with the thresholds for the World Bank’s prior-review requirements.

71. **Procurement risk rating.** The project procurement risk before the mitigation measures is rated Substantial. The risk can be reduced to a residual rating of ‘Moderate’ upon consideration of successful implementation of the mitigation measures. The risks and mitigation measures are provided in table 1.10.

## **B. Côte d’Ivoire**

72. **Guidelines.** The Borrower will carry out procurement for the proposed project in accordance with the World Bank’s Procurement Regulations and Anticorruption Guidelines, and other provisions stipulated in the FAs.
73. **Arrangements.** Procurement activities shall be carried out by the PIU that would be established within the PPCA during a transitional phase. All procuring entities including bidders and service providers, that is, 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 Procurement Regulations. The procurement arrangements will be reviewed during the mid-term review.
74. **Assessment.** An assessment by the World Bank revealed that all the requirements are met by the PIU. However, one qualified procurement specialist should be dedicated to the project implementation. The CV of the appointed specialist should be submitted to the World Bank for review. If the specialist needs to be recruited, the selection should be done through a competitive process according to national procedures. According to the PF, the procurement specialist oversees the contract management, and the appointed specialist should have the necessary capacities. In addition, the manual of procedures needs to be updated to fit with the requirements of the new project.
75. **PPSD.** The Borrower has prepared and finalized the PPSP which describes how procurement activities will support project operations for the achievement of the PDOs and deliver value for money. The procurement strategy is linked to the project implementation strategy ensuring proper sequencing of activities to be supported. It considers institutional arrangements for procurement; roles and responsibilities; thresholds, procurement methods, and prior review; and the requirements for carrying out procurement. It also includes a detailed assessment and description of government capacity for carrying out procurement and managing contract implementation within an acceptable governance structure and accountability framework. Other issues considered include the behaviors, trends, and capabilities of the market (that is, market analysis) to respond to the PP. The overall procurement risk in Côte d’Ivoire is assessed as moderate at that stage.

## **C. Ghana**

76. **Guidelines and manuals.** Execution under the proposed project will be in accordance with the World Bank’s Procurement Regulations and Anti-Corruption Guidelines, and other provisions stipulated in the FAs. The procurement documents will be based on the World Bank Standard Procurement Documents (SPDs) for the international market approach, with modification for the national market approach, as well as the recently enhanced documents to address environmental and social health and safety and GBV/SEA/SH issues. The Project Implementation Manual (PIM) will elaborate on the procurement



procedures, SPDs, and model contracts associated with the market approaches and selection methods, for the various procurement categories.

77. **Procurement planning.** The PP, which is prepared in STEP, based on the PPSD, will be updated as and when required. STEP will be the primary tool/platform to be used to submit, review, and clear all PPs and prior review procurement activities as well as online real-time storage of all relevant (prior and post review) procurement process documents. The initial PP covers at least the first 18 months of project implementation.
78. **All PPs will be prepared by MLGDRD in STEP and submitted to the World Bank for review and clearance through STEP.** MLGDRD will consolidate both the national and the DA level procurement and submit to the World Bank. The PP will be updated in agreement with the World Bank project team at least annually or as required, to reflect the actual project implementation needs and improvement in institutional capacity.
79. **PPSD.** The PPSD has been developed and includes an initial 18-month PP which will be updated regularly.
80. **Procurement implementation arrangement.** The Implementing Agency-MLGDRD shall implement and manage the procurements under the project with support from participating beneficiary MMDAs at the local level and will be responsible for and backstopping any delegated procurement implementation by the MMDAs.
81. **MLGDRD procurement capacity assessment.** This was conducted in accordance with Operations Core Services-Procurement Policy and Services guidelines and Procurement Risk Assessment and Management System. It is noted that the IA-MLGDRD and the MMDAs are government agencies which undertake procurements according to the Public Procurement Act, 2003 (Act 663), as amended, and as such, they have the stipulated procurement structures—procurement unit, head of procurement, tender committee, and so on—and follow the procurement planning, review, and clearance authorities as stated in the law. The implementing agencies are currently managing the World Bank-funded projects and are familiar with the World Bank project requirements. However, all these projects have made use of procurement consultants, with much knowledge and experience residing with external consultants who have their dedicated projects, while mainstream staff continue to build their capacity but lack retention as they are most often transferred around.
82. **The Procurement Unit of MLGDRD is headed by a qualified procurement professional, supported by four procurement officers.** It was noted that the head has experience in public procurement according to Act 663 and on the World Bank-funded projects and has worked on the World Bank-funded project in the previous ministry with a procurement consultant using the World Bank Procurement Guidelines and Regulations, STEP, and so on while he heads and deals with the administrative aspect. He has experience in goods, works, and services procurement. The implementing agency has good filing and records keeping, while contents of a couple of Procurement Document reviews are of good quality with improvement required.
83. **The assessment also revealed insufficient dedication and experience to implement and manage procurements by themselves on the project.** To ensure the required proficiency, dedication, and retention for project delivery, there is the need for open competitive recruitment of external procurement consultants to implement, manage, deliver, and report on the procurements under the project.





84. **MMDAs.** The MMDAs also have Procurement Units headed by a procurement professional with supporting staff. The level of education is mostly Higher National Diplomas with some 2nd Degree in Procurement. These heads work together with other staff and units, for example, Works Department and Planning Unit. At the Procurement Unit, there is adequate knowledge and experience, in public procurement but inefficient and ineffective delivery and implementation on the ground. There is lack of experience and knowledge in the use of the World Bank Procurement Regulation though; however, the MMDAs have received backstopping and hand holding from external consultants or agencies outside the MMDA and some donor-funded projects, such as Ghana Local Government Capacity Support Project (P122692), Ghana Secondary Cities Support Project (P164451), Ghana Social Opportunities Project (P115247), and Ghana PSNP I/II (PSNP I, P164603 and PSNP II, P175588), and so on. The main risks identified include lack of adherence to aspects of the Public Procurement Law; delays in pre- and post-contract activities; cost overruns with several and high value amendments and Variation Orders, poor performance of some service providers; poor contract supervision and monitoring, weak contract management, and poor quality of some procurement documents; payment delays; perception of lack of competition and associated bloating of cost of assignments; poor record keeping; political influence and conflicts of interest; and so on.
85. **Proposed mitigation by the Borrower should include the following measures:**
- (a) Recruit a World Bank-proficient procurement specialists. MLGDRD should execute procurement on the project and offer hands-on/mentoring training to existing procurement staff seconded to the project.
  - (b) Prepare PIM for the project with clear procurement procedures, responsibilities, and process timelines.
  - (c) Organize orientation/project launch workshops for key staff.
  - (d) Identify and monitor key performance indicators on major procurements and contracts that influence strongly PDO achievement and continually track and monitor procurement execution and contract performance with a robust contract management system in place.
  - (e) Undertake yearly post reviews/procurement audits.
  - (f) MLGDRD procurement specialist should support hands-on and offer necessary backstopping support to MMDAs.
  - (g) Ensure all files and records pertaining to procurement contracts are well filed and kept appropriately and individually at all implementing agencies.
  - (h) Make use of the specialized departments/units experts under the implementing agencies, MMDAs, and consultants, as well as fall on external specialized consultant support as and when needed for ToR, Request for Proposal, evaluations, and so on. Use only evaluators with the requisite knowledge and experience on the subject matter, who in addition have time to undertake the evaluation within the established time.
  - (i) Have a more efficient scheduling of workload and deliverables by the mainstream staff on the project.
  - (j) Avoid transfers that will cause replacement of staff with lack of knowledge on the project implementation.
  - (k) Procurement Unit and Works Department should continue to work together in implementing procurement at the DA level to consolidate experience and knowledge on procurement implementation and management.





- (l) Enforce remedies if the GoG does not take appropriate sanctions against officials who violate procedures, if any.
- (m) To avoid/minimize political interference and conflict of interest, all PIU individual consultants for project management shall be procured through Open competition via advertisement in media of wide circulation-The default procurement process is Open competition.
86. **Procurement risk.** Based on the assessment, the procurement risk is Substantial for the project especially because of the lack of dedication and insufficient experience on the World Bank Procurement Framework and use of the related Procurement Regulation and procurement planning via STEP at the MMDA level; the extent, vast geographical spread, and high numbers of procurement and contract activities across the length and breadth of the project areas, from national through MMDA level, and therefore, the expected coordination will be a challenge, which should be addressed by the implementation arrangement for the MLGDRD components.
87. For substantial risk rating, the applicable thresholds are as follows:

**Table 1.8. Thresholds for Procurement**

	Prior Review Threshold in (US\$ '000)					Procurement Methods Thresholds (in US\$'000)							
RISK RATING			Consultants		Single Source & Direct Contract	Works			Goods, IT and non-consulting services			Shortlist of National Consultants	
	Works	Goods, IT Systems+ Non Con. Serv	Firms	Individuals		Open International or ICB	Open National or NCB	Request for Quotation/ National Shopping	Open International or ICB	Open National or NCB	Request for Quotation/ National Shopping	Consulting services	Engineering & construction supervision
SUBSTANTIAL	≥\$10,000	≥\$2,000	≥\$1,000	≥\$300	≥\$100	≥15000	<15000	≤200	≥3000	<3000	≤100	<300	≤500

88. **Training, workshops, conference attendance, and study tours** will be carried out based on approved annual work programs; however, this should not be presented on the PP.
89. **Operating cost procedures.** Operating costs financed by the project are incremental expenses related to the implementation of the project. The procedures for managing these expenditures will be governed by the borrower's own administrative procedures, acceptable to the World Bank.
90. **Procurement management reports.** These will form part of the project report and cover all procurements on the project related to the various implementing agencies and give a snapshot of the procurement progress; updated PPs; and write-up on achievements, challenges, lessons learned, and way forward.
91. **Frequency of procurement implementation support.** In addition to the prior review which will be carried out by the World Bank, there will be one implementation support mission each year to visit the field to carry out post review of procurement actions and technical review, either by the World Bank or Audit Service of Ghana, which should cover at least 20 percent of contracts subject to post review, as the risk rating is Substantial. In addition, post reviews of in-country training will be conducted from time to time to review the selection of institutions/facilitators/course contents of training and justifications thereof and costs incurred.

## **D. Togo**

92. **Procurement under this project will be carried out in accordance with the World Bank's Procurement Framework and Procurement Regulations.** The project will be subject to the World Bank's Anticorruption Guidelines. The project will use STEP to plan, record, and track procurement transactions as well as clearance processes when needed.



93. When procurement is done in the national market, as agreed in the PP, 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 and GBV), health, and safety risks and impacts. This includes codes of conduct that include prohibitions against SH and sexual abuse.
94. **The major planned procurement activities are expected to include** (a) TA; (b) community subprojects; and (c) PIU staff cost, and so on. No complex or large procurement is foreseen. The Borrower has elaborated a PPSD. This PPSD is accompanied by a detailed PP covering at least the first 18 months of implementation as an output of the PPSD. This PP was also approved. During implementation, the PP will be updated as required and at least annually, to reflect actual program implementation needs and improvements in institutional capacity.
95. The ANADEB is the implementing agency for this project which will be managed through the same arrangement for the Employment Opportunities for Vulnerable Youth (*Projet d'opportunités d'Emploi pour les jeunes vulnérables*, EJV) and Safety Nets and Basic Services Project (*Projet de Filets Sociaux et Services de Base*, FSB) projects. Both projects were managed and coordinated by the same PIU as the current project, and their ongoing PIM, will be updated. All procurement under the project will be undertaken by this existing PIU.
96. **Procurement capacity assessment.** Consistent with the above procurement arrangement, a procurement assessment has been carried out in accordance with the World Bank Procurement Risk Assessment and Management System. Specific risks identified are related to (a) the lack of transfer of the current qualified procurement specialist competitively recruited under the FSB/EJV projects or the lack of availability of another newly qualified procurement specialist in case the transfer of the procurement specialist of the FSB/EJV projects is not done; (b) the insufficient proficiency and experience of the procurement officer in executing procurement using the World Bank Procurement Regulations under the PF; and (c) the delay in updating the procurement section of the PIM already adopted for the EJV/safety projects for use by the current project, considering among others the replacement of the guidelines by the World Bank Procurement Regulations and the full use of the decree related to the increase of the contract approval thresholds by the Minister of Economy and Finance. The risk will be mitigated by close monitoring, the hands-on support the World Bank may provide, and training by external training institutions as appropriate.
97. **The residual risk for procurement is rated Moderate.** The World Bank's oversight of procurement is being done through increased implementation support. The World Bank standard prior and post reviews will be carried out.
98. The procurement arrangement of subprojects with, among others, community participation in procurement is likely to be associated with procurement risks such as elite capture, inadequate monitoring arrangements for the highly decentralized procurement, insufficient qualified contractors to undertake the works, and inadequate supervision of the construction works. These risks should be mitigated by simplified dedicated procurement manuals, periodic and selective capacity building, close supervision by the decentralized ANADEB offices in the regions with the assistance of infrastructure specialists with good competences in procurement, and performance technical audits.
99. **Procurement support to the implementation.** Procurement implementation support will be conducted over the project's lifetime through risk-based approaches which will be adapted to respond to limitations



imposed by the COVID-19 pandemic. They will incorporate remote supervision tools and approaches that respond to the COVID-19 pandemic, in line with the alternative options developed in Operations Policy and Country Services Guidance issued on March 24, 2020 (Streamlined Fiduciary Implementation Support Measures for Active World Bank-financed Operations given Travel Limitations due to COVID-19 Pandemic) and the Guidelines for IPF Projects under the Global MPA.

**Table 1.9. Thresholds for Procurement Methods and Prior Review**

No.	Expenditure Category	Contract (C) Value Threshold [eq. US\$]	Procurement Method	Contracts Subject to Prior Review [eq. US\$]
1	Works	$C \geq 10,000,000$	Open Competition International Market Approach and Direct Contracting	$\geq 10,000,000$
		$200,000 < C < 10,000,000$	Open Competition National Market Approach	None.
		$C \leq 200,000$	RfQ	None
2	Goods, IT, and non-consulting services	$C \geq 1,000,000$	Open Competition International Market Approach and Direct Contracting	$\geq 2,000,000$
		$100,000 < C < 1,000,000$	Open Competition National Market Approach	None
		$C \leq 100,000$	RfQ	None
3	National shortlist for selection of consultant firms	$C < 100,000$	For consulting services	None
		$C \leq 300,000$	For engineering and construction supervision	None
4	International shortlist for selection of consultant firms	$C \geq 100,000$	For consulting services	$\geq 1,000,000$
		$C > 300,000$	For engineering and construction supervision	$\geq 1,000,000$
5	Selection of individual consultants	All values	All approaches	$\geq 300,000$
6	Direct contracting	All values		As agreed in the PP
7	Training, workshops, and study tours	All values	Based on approved AWPBs	AWPBs

Note: RfQ = Request for Quotations. The thresholds are for all countries unless indicated otherwise for specific items. They are set for the purposes of the initial PP for the first 18 months. The thresholds will be revised periodically based on reassessment of risks. All contracts not subject to prior review will be post reviewed.

**Table 1.10. Procurement Risk Assessment and Mitigation Action Plan**

Procurement Risk	Mitigation Measure	Responsibility and Deadline	Risk level Initial/Residual
<b>The implementing agencies (the new SETCO and Beninese Border Space Management Agency [Agence Béninoise de Gestion Intégrée des Espaces Frontaliers, ABEGIEF])</b>			<b>Substantial/Moderate</b>
Establishment of the PIU	<ul style="list-style-type: none"> <li>Recruit staff for new SETCO.</li> <li>Recruit one procurement specialist for new SETCO.</li> </ul>	Client  Within three months after signing of the FA	Substantial
Administrative, Accounting, Financial and	<ul style="list-style-type: none"> <li>Develop an Administrative, Accounting, Financial and</li> </ul>	New SETCO or Client	Substantial



Procurement Risk	Mitigation Measure	Responsibility and Deadline	Risk level Initial/Residual
Procurement Manual of Procedures	Procurement Manual of procedures (as part of the PIM) that also includes detailed procedures describing the procurement.	Before effectiveness	



## **ANNEX 2: FCV Dynamics in the Gulf of Guinea Region and Targeted Activities for Social Cohesion under the Project**

1. The below analysis of regional FCV issues is based on existing literature, a fragility analysis for the north of Benin (2020) conducted by the Institute for Security Studies, the CPFs and Systematic Country Diagnostics for the four countries, UNDP northern Ghana Human Development Report (2018), and a dedicated assessment on cross-border dynamics of the target Gulf of Guinea northern regions which was conducted by the World Bank. The analysis also benefitted from the inputs received from colleagues working on the Gulf of Guinea countries. The below analysis draws on the Pathways for Peace framework.

**Table 2.1. Overview of FCV Dynamics in the Gulf of Guinea Region**

<b>Key Areas</b>	<b>Regional Commonalities of FCV Issues in the North of Gulf of Guinea Countries</b>
Social dimensions of the structural drivers of FCV	Lack of trust toward state institutions (LGs and security forces) and general feelings of grievances from the population
	Social cohesion has been considerably undermined, due to many different factors—legacy of the civil war and resurgence of violence during electoral cycles in Côte d’Ivoire, strong north-south divide in Togo, and intermittent interethnic conflict in north of Ghana, and to a lesser extent in Benin.
	Unequal growth with no trickle-down effect, with strong income inequalities and inequitable distribution of resources, and persistent inequalities feed real or perceived feelings of marginalization.
Governance and services	Lack of opportunities, especially for youth, and disenfranchisement, linked to weak services delivery (access and quality), which feed frustrations and grievances. Though nationwide in scope, this remains particularly acute in the northern regions of Côte d’Ivoire, Togo, and Ghana (and to a lesser extent Benin) due to a strong north-south divide.
	Challenges related to good governance and insufficient decentralization (this does not apply to Benin, which showcases a relatively high level of effective decentralization). Lack of representation and insufficient inclusive processes at the local level; this exacerbates underlying social and intergroup tensions.
	Challenges related to access and quality of basic services and infrastructure; though efforts have been made, it remains insufficient to accommodate the basic needs of a growing population.
Environment and access to resources	Conflicts between different groups (ethnic groups and farmers/herders) over natural resources, especially over land (property rights), and transhumance conflicts in the context of high demographic growth, migratory flows, and climate change
Regional FCV dynamics	General vulnerability to increasing militancy from the Sahel, with potential violence spillover and expansion of criminal networks. Extremist groups exploit feelings of marginalization and exclusion among certain groups (disenfranchised youth, Fulani, and so on). Trade-based money laundering, trafficking, and arms circulation with penetration of both criminal and terrorist groups

2. To help address and/or mitigate drivers and risks of FCV in the project’s target Gulf of Guinea region, the project offers both activities (what) and approaches (how) that seek to promote social cohesion. Table 2.2 provides an overview of the activities and approaches embedded across the components, in the framework of social cohesion that was presented in the PAD.



**Table 2.2. Social Cohesion in the Project**

Dimension		Issues Identified by the Project	Project Operational Response Embedded across Components
<b>Horizontal social cohesion</b>	Relations among individuals within a given community ( <b>bonding</b> )	<ul style="list-style-type: none"> <li>• Conflict exacerbating economic and social marginalization of youth/youth vulnerable to recruitment by armed groups</li> <li>• Marginalization and lack of opportunities of certain members of a given community due to limited resources and power dynamics including cultural and social background</li> <li>• Gender inequality, restrictive gender norms, exclusion of women from opportunities, and GBV.</li> </ul>	<ul style="list-style-type: none"> <li>• Inclusion of youth, women, and other marginalized groups across the components in participatory processes for investment planning, implementation, and monitoring</li> <li>• Highlighted youth engagement under a dedicated Subcomponent 1.3 and capacity building (Component 2) together with non-youth members</li> <li>• Particular attention and facilitation for women's participation and voice under Subcomponent 1.2 on market-focused investments, including targeted investments in support to women producer groups and so on</li> <li>• Capacity-building and awareness-raising activities regarding social cohesion, gender/social inclusion, and climate resilience</li> <li>• Pilot activities on community-level dispute resolution mechanisms.</li> </ul>
<b>Horizontal social cohesion</b>	Relations between individuals across distinct communities ( <b>bridging</b> )	<ul style="list-style-type: none"> <li>• Competition between ethnic groups and farmers versus herders for limited natural resources exacerbated by conflict, climate pressures, and rapidly growing population</li> <li>• Absence of effective conflict resolution and reintegration mechanism for former fighters</li> <li>• Tensions/conflictual relations between communities and migrants.</li> </ul>	<ul style="list-style-type: none"> <li>• Cluster-level targeting approach to identify and coordinate subprojects as well as intercommunity collaboration in CDD processes under Subcomponents 1.1, 1.2, and 1.3 and to enhance relations across communities on youth-focused investments mirroring the community-component as well as sports and cultural activities</li> <li>• Data collection, research, and regional policy dialogue on improving management of intercommunity natural resources and climate change at the cluster and northern regional levels (Component 1 and knowledge sharing under Components 2 and 3)</li> <li>• Promotion of resilient rural livelihoods through an improved ecosystem around local markets (Subcomponent 1.2.)</li> <li>• Capacity-building and awareness-raising activities (Component 2) regarding social cohesion, gender/social inclusion, and climate resilience</li> <li>• Pilot activities on community-level dispute resolution mechanisms</li> </ul>



Dimension		Issues Identified by the Project	Project Operational Response Embedded across Components
<b>Vertical social cohesion</b>	Relations between citizens and people/ structures in a position of power <b>(linking)</b>	<ul style="list-style-type: none"><li>• Region neglected by the Central Government of riparian states and weak state-society relations</li><li>• Poor governance capacity and poor delivery of basic social services</li><li>• Presence of criminal groups rivaling with state institutions</li><li>• Crime and insecurity.</li></ul>	<ul style="list-style-type: none"><li>• Addressing poor service delivery through investments in connectivity, market ecosystem improvement, and youth-targeted activities (Component 1) in close collaboration and synergies between communities and decentralized/ deconcentrated authorities</li><li>• Promotion of greater community participation in investment planning, implementation, and monitoring in close collaboration with LGs (Components 1 and 2)</li><li>• Transparency and accountability including data across the components, with capacity building to Government entities (Components 2 and 3)</li></ul>





### ANNEX 3: Key Synergies with World Bank Projects

1. This annex presents a list of key World Bank projects in which potential synergies will be leveraged for the design and implementation of this regional project.

**Table 3.1. Synergies with Key World Bank Projects (Indicative and Not Complete List)**

Area	Potential Area of Synergies with Key WBG Projects
<b>Community development</b>	<ul style="list-style-type: none"> <li>• Benin <i>Community and Local Government Basic Social Services Project (P163560)</i> builds on the existing LG and CDD approach and will recruit key technical staff and local facilitators for the implementation of the Gulf of Guinea project</li> <li>• Ghana <i>PSNP 1 (P164603) and 2 (P175588)</i>'s PIU enhanced and its implementation modalities at the district and community levels will be leveraged for the Gulf of Guinea project.</li> <li>• Togo <i>Safety Nets and Basic Services Project (P157038)</i>'s implementing agency (ANADEB) and existing regional offices, as well as the existing CDD approach, will be leveraged on for the Gulf of Guinea project.</li> </ul>
<b>Infrastructure</b>	<ul style="list-style-type: none"> <li>• Côte d'Ivoire <i>Project for Sustainable and Inclusive Development Northern Cities (P177062, pipeline)</i> for territorial development in the northern region</li> <li>• Côte d'Ivoire <i>Northern Electricity and Digital Access (NEDA, P176776, pipeline)</i> for potential synergies on electrification and access to digital services in the north</li> <li>• Côte d'Ivoire's <i>Cashew Value Chain Competitiveness Project (P158810)</i> on connectivity and rehabilitation of roads, installment of water pumps, and so on</li> <li>• Pipeline rural-urban connectivity infrastructure project to complement efforts by the project in lagging border rural zones and by the project on northern cities</li> <li>• Ghana <i>Secondary Cities Support Program (P164451)</i> to explore synergies in the implementation of infrastructure investments</li> <li>• Ghana <i>Transport Sector Improvement Project (P151026)</i> to explore synergies in road construction and territorial development</li> <li>• Ghana <i>Greater Accra Metropolitan Area Sanitation and Water Project (P119063)</i> to draw lessons on providing improved water and sanitation services in low-income urban communities</li> <li>• Togo <i>Infrastructure and Urban Development Project (P161772)</i> for potential synergies linked to territorial development planning in northern regions.</li> </ul>
<b>Livelihood/skills training</b>	Côte d'Ivoire <i>Youth Employment and Skills Development Project - Phase 3 (P172800)</i> for local-level engagement and economic opportunities support (and relevant trainings).
<b>Youth</b>	<ul style="list-style-type: none"> <li>• Benin <i>Youth Inclusion Project (P170425)</i> to explore synergies in training and livelihood opportunities for youth</li> <li>• Côte d'Ivoire <i>Youth Employment and Skills Development Project - Phase 3 (P172800, pipeline)</i> for local-level engagement and economic opportunities support (and relevant trainings especially for regional councils)</li> <li>• Ghana <i>Jobs and Skills Project (P166996)</i> and Ghana <i>R13 Creating Youth Employment Solutions in Ghana (P166824)</i> to explore complementarities in supporting youth inclusion.</li> <li>• Togo <i>Employment Opportunities for Vulnerable Youth Project (P157036)</i> to explore complementarities in youth engagement activities linked to economic opportunities through local works</li> </ul>



Area	Potential Area of Synergies with Key WBG Projects
<b>Knowledge and monitoring</b>	<ul style="list-style-type: none"> <li>• <i>West Africa Food System Resilience Program (FSRP, P172769)</i> for potential synergies in regional dialogue on cross-border agriculture</li> <li>• <i>PROLAC (P161706)</i> and <i>Community-Based Recovery and Stabilization Project for the Sahel (P173830)</i> to draw learnings on the implementation of the regional knowledge monitoring and coordination platform.</li> </ul>
<b>Agriculture/ food security</b>	<ul style="list-style-type: none"> <li>• <i>Benin Agricultural Competitiveness and Export Diversification Project (P168132)</i> operating in the north, potential synergies related to market-based investments under Subcomponent 1.2 and support for CIGs productivity based on the selected agri-food value chains</li> <li>• <i>Côte d'Ivoire Support to Nutrition Sensitive Agriculture and Capacity Development of Small and Marginal Farmers Project (P155081)</i> for local-level coordination and climate- and nutrition-informed agriculture activities in the north</li> <li>• <i>Côte d'Ivoire E-Agriculture Project (P160418)</i> for support to youth and digital connectivity in the north</li> <li>• <i>Côte d'Ivoire Cashew Value Chain Competitiveness Project (P158810)</i> on synergies in the markets in the north, as well as implementation and technical support at the local level through the common PIU</li> <li>• <i>Côte d'Ivoire Competitive Value Chains for Jobs and Economic Transformation Project (P172425)</i> and <i>Côte d'Ivoire Agri-Food Sector Development Project (P171613)</i> to identify key agriculture value chains and opportunities for investments</li> <li>• <i>Ghana Commercial Agriculture (P114264)</i> Project for potential synergies in agricultural investments</li> <li>• <i>Ghana Jobs and Skills Project (P166996)</i> and <i>Ghana Commercial Agriculture Project Additional Financing (P162525)</i> to inform on business opportunities along agriculture value chains in the north of Ghana and to inform market selection process.</li> </ul> <p><b>Regional operations</b></p> <ul style="list-style-type: none"> <li>• <i>West Africa Food System Resilience Program (FSRP, P172769)</i> for market information</li> <li>• <i>Regional Sahel Pastoralism Support Project II (P173197)</i> for information on livestock value chains and livestock regional markets and trading routes.</li> </ul>
<b>Local economic development/ markets</b>	<ul style="list-style-type: none"> <li>• <i>Côte d'Ivoire Productive Social Safety Net (P143332)</i> and <i>Côte d'Ivoire Social Protection and Economic Inclusion Project (P167623)</i> on economic inclusion and training</li> <li>• <i>Côte d'Ivoire Cashew Value Chain Competitiveness Project (P158810)</i> on synergies around cashew-related value chains and transformations, creation of professional operators in cashew value chains</li> <li>• <i>Ghana PSNP 1 (P164603)</i> and <i>2 (P175588)</i> to explore synergies in productive inclusion.</li> </ul>
<b>Fragility and conflict prevention</b>	<ul style="list-style-type: none"> <li>• <i>PROLAC (P161706)</i> and <i>Community-Based Recovery and Stabilization Project for the Sahel (P173830)</i> to draw lessons from conflict prevention and implementation modalities in insecure conditions</li> <li>• <i>Displacement Impacts Project in the Horn of Africa</i> to draw lessons on providing support for displaced populations in fragile settings.</li> </ul>



Area	Potential Area of Synergies with Key WBG Projects
<b>Digital</b>	<ul style="list-style-type: none"> <li>• Côte d'Ivoire <i>E-Agriculture Project (P160418)</i> on digital connectivity and support to youth through innovations</li> <li>• Côte d'Ivoire <i>Northern Electricity and Digital Access (NEDA) Project (P176776)</i> to explore synergies on electricity and digital connection in overlapping areas</li> <li>• Ghana <i>Digital Acceleration Project (P176126)</i> to explore synergies for digital innovation and tools.</li> <li>• Ghana PSNP 1 (<i>P164603</i>) and 2 (<i>P175588</i>) to explore leveraging on the digital tools and applications used by community facilitators</li> <li>• Benin <i>Digital Rural Transformation Project (P162599)</i> to explore synergies for digital innovations and tools in rural communities supported with enhanced broadband connectivity.</li> </ul>
<b>Climate change/ natural resources/ locally led climate action</b>	<ul style="list-style-type: none"> <li>• Côte d'Ivoire <i>Support Nutrition Sensitive Agriculture and Capacity Development of Small and Marginal Farmers Project (P155081)</i> for local-level coordination and climate- and nutrition-informed agriculture activities in the north</li> <li>• Côte d'Ivoire <i>Cashew Value Chain Competitiveness Project (P158810)</i> on climate-smart villages and soil management with introduction of climate-resilient vegetables and so on</li> <li>• Côte d'Ivoire <i>Forest Investment Program (P162789)</i> and a country forest note for any lessons regarding emission reduction (though intervention areas may not be overlapping)</li> <li>• Ghana <i>Greater Accra Resilient and Integrated Development Project (P164330)</i> for possible synergies in strengthening climate resilience</li> <li>• Benin <i>Gazetted Forests Management Project (P167678)</i> for possible synergies to strengthen CIGs economic activities linked to non-timber forest product value chains when targeting forest-dependent communities.</li> </ul> <p><b>Regional project</b></p> <ul style="list-style-type: none"> <li>• <i>West Africa Coastal Areas Resilience Investment Project: 1 (P162337, includes Côte d'Ivoire, Togo, and Benin) and 2 (P175525, pipeline includes Ghana)</i> to see possible synergies on community-level engagement (including specific training programs targeting women) on climate-resilient resources management and awareness raising.</li> </ul>



#### **ANNEX 4: Climate-Related Activities Financed by the Project**

1. This annex presents the context of climate vulnerability for the Gulf of Guinea northern regions, the statement of intent on addressing climate vulnerability, and climate-related activities financed by the project. The annex explains how these activities will address drivers of vulnerability to impacts associated with climate variability and change in the Gulf of Guinea region. Overall, climate predictions for the Gulf of Guinea countries are expected to affect northern areas disproportionately. The northern subregion receives on average about half as much annual rainfall (1,000 mm) than the south, and temperatures are projected to increase in the north more than the south. Climate change is therefore likely to affect the targeted northern regions, where the majority of the population is employed in agriculture (predominantly rain-fed) and where soil erosion is more pronounced and poverty among crop farmers is more prevalent. Thus, overall, the impacts of climate risks are likely to magnify the uneven social and spatial distribution of risk and amplify poverty in the north. These climate-poverty-fragility links will be further exacerbated with climate projects in this region.
2. The Gulf of Guinea's target northern regions' climate vulnerabilities consist of:
  - Expected increase in mean annual temperatures, projected to increase by 1.0 to 3.0°C by the 2060s and between 1.5 to 5.2°C by the 2090s;
  - Extreme heat is assessed as high with prolonged exposure to extreme heat, resulting in heat stress, expected to occur at least once in the next five years;
  - Increase in the intensity and frequency of extreme weather events. Droughts are expected to increasingly affect the semiarid northern savannah region. Water scarcity is assessed as high with droughts expected every five years on average. Disturbance in rainfall, particularly the decrease in rainfall, has led to the disruption of income, interruption of the agricultural calendar, disruption of agricultural production systems and livelihoods, and the disturbance of river regimes;
  - River flooding is considered high with potentially damaging and life-threatening river floods expected to occur at least once in the next 10 years. Poor sewage and water systems as well as sanitation facilities may also be affected by floods, leading to inadequate disposal of human waste and contributing to the transmission of diseases such as cholera, typhoid fever, and/or polio.
  - Diseases influenced by climate parameters (for example, malaria), which is also the leading cause of morbidity and mortality. As temperatures increase, malaria could expand into previously unaffected areas. Additionally, there could be reemergence of potentially epidemic outbreaks of diseases such as meningitis in the northern areas and cholera in urban areas.
3. Addressing climate vulnerabilities in this fragile regional context is central to this project. Given the recognized links between climate and FCV in the region, the project was designed to strengthen climate resilience in communities affected by conflict and climate risks. Activities under each component will directly or indirectly contribute to both adaptation and mitigation. Under Component 1 (across three subcomponents), the project intends to finance climate-resilient investments in communities that are vulnerable to climate as well as FCV risks. Component 2 will finance a set of capacity-building and training activities for local, national, and regional stakeholders whose knowledge and behaviors will be improved to have mitigation and adaptation co-benefits. Both Components 1 and 2 will significantly mitigate climate impacts on beneficiaries as local communities are targeted. Component 3 will mainly indirectly contribute to adaptation and mitigation, by financing improvement of data and knowledge base (including various



new research studies) which will serve as a base for regional dialogues among the target four countries in developing a joint action plan and policy dialogues regarding FCV and climate risks that are severely affecting the target northern regions. Table 4.1 provides a summary of financing related to both climate mitigation and adaptation.

**Table 4.1. Climate Adaptation and Mitigation Activities Financed by the Project**

How Will Activity Address Climate-Related Vulnerabilities and Promote Mitigation and Adaptation?	US\$, millions
<b>Overall project amount</b>	<b>450</b>
<b>Component 1: Investing in Community Resiliency and Inclusion</b>	<b>337.5</b>
<p>The component will finance the following:</p> <p>(a) <b>Project investments that target clusters of villages identified based on their vulnerability to climate and conflict risks</b>, where vulnerability is based on a settlement's exposure, sensitivity, and adaptive capacity and was estimated by using spatially explicit and publicly available data sets (including indicators on predicted climate change, water availability, and land cover change/forest lost).</p> <p>(b) <b>The process of identifying investment priorities at the community level which include a participatory climate risk assessment process</b> that brings together climate science and communities' traditional knowledge, practices, and perceptions of climatic changes and impacts. This will increase knowledge on climate change among local communities and will ensure that investment priorities are climate resilient, including under future projected climate change. Investments will be prioritized and screened based on their contributions to supporting resilience, adaptation to climate impacts or mitigation of GHG emission, and improved natural resource management.</p> <p>(c) <b>Local-level community investments that target both small infrastructure and services and natural resources management, so they are climate resilient and based on climate-resilient standards.</b> By ensuring that investments in these target vulnerable communities are climate resilient in their design and processes, the component will boost climate resilience of communities and their ability to adapt to climate change impacts. It will also contribute to mitigating GHG emissions and reduced environmental degradation (see more details on indicative types of investments under each subcomponent below).</p> <p>(d) <b>Adoption of climate risk reduction building codes for rehabilitation of buildings</b> (for example, schools, social centers, water and sanitation, and health facilities), so that these investments will help improve energy efficiencies and reduce GHG emissions. The investments will be rehabilitated to be climate proofed to cope with seasonal flooding, landslides, and temperature extremes, as well as rehabilitated with options promoting low-carbon emissions; improved energy and resource efficiency measures; displacement of fossil fuels, including greater use of natural light and renewable energy sources; use of rainwater harvesting and gravity-based systems; treated wastewater use for other purposes such as irrigation; nature-based solutions using retention ponds or constructed wetlands as part of flood risk management; and so on. Procurement guidelines will encourage the inclusion of climate risk mitigation measures such as installation of solar panels, LED lights, and use of reflective paint. Roads and electricity work, when feasible, will be supplied by renewable energy. Maintenance mechanisms will also incorporate climate risks and adaptation.</p> <p>(e) <b>Adaptation of natural resources management and land use interventions.</b> Communities may opt to include interventions in agriculture, livestock, or natural resources management, such as soil and water conservation measures, watershed management, flood control structures, emergency shelters, livestock mobility corridors, wells and boreholes, vaccination pens, community pond, tree nurseries, afforestation, soil preservation to improve soil fertility, restoration works, and regeneration of pasture lands to improve forage availability. The activities will also be climate screened, and best practices introduced which will ultimately improve carbon stocks, contributing to a carbon sink through increased vegetation, and also importantly, these actions will enable greater resilience of both land and communities to climate impacts (for example, reduced runoff; more water accumulation in soils; increased organic matter in soils; and trees protecting from runoff, soil erosion, and wind impacts).</p>	



How Will Activity Address Climate-Related Vulnerabilities and Promote Mitigation and Adaptation?	US\$, millions
<i>Subcomponent 1.1. Community investments for strengthening local resilience and inclusion</i>	253.125
<p>The subcomponent will finance <b>climate-smart local-level small infrastructures that promote climate resilience and mitigation of GHG emission</b>. These investments will include, but are not limited to, climate-resilient connectivity investments (for example, trees buffering roadsides and all-weather rural roads with measures incorporated to promote climate resilience such as drainage, erosion control, and embankment stabilization), climate-resilient water and sanitation structures (like water reservoirs and use of rainwater harvesting), energy-efficient infrastructures (including off-grid electrification/solar power), natural resource management and climate adaptation (like soil and water conservation, afforestation, soil improvements, improvement of carbon stocks, and pasture restoration which contributes to mitigation of GHG emission through the sequestration of carbon), and soil erosion mitigation works such as contour stone bunds. Rehabilitated water supply systems and drainage canals will also help address water scarcity in the region and support flood control structures/flood risk management, thereby contributing toward mitigating climate change risks and preventing potential conflicts over water resources.</p>	
<i>Subcomponent 1.2. Strategic economic investments for climate-resilient economic development</i>	67.5
<p>The subcomponent will finance <b>climate-smart local-level economic activities as well as rehabilitation, upgrading, and equipping of public local market infrastructure that promote climate resilience and mitigation of GHG emission</b>. Such investments will incorporate solar panels/energy-efficient features, and so on and will include, but are not limited to, climate-smart water and sanitation infrastructure, improved storage facilities, equipment, electrification and lighting of market infrastructure that are energy efficient and will consider climate-friendly technologies such as solar power, and structures to provide shade for people and livestock. Increased access to markets, improved natural capital, and robust economic activity will help climate-affected populations diversify their income sources, mitigate against risks of food insecurity which is induced and exacerbated by climate shocks (for example, by droughts and floods which destroy crops), and make climate-smart choices in their local economic activities.</p>	
<i>Subcomponent 1.3. Youth engagement and social cohesion activities</i>	16.875
<p><b>The subcomponent will finance the following:</b></p> <p>(a) Social cohesion and community-level group activities/events related to climate change adaptation and mitigation of GHG emissions, for example, local/intergenerational dialogues addressing links between climate and conflict (for example, water forum, herder-farmer dialogues, and conflict-sensitive natural resource management dialogue sessions), community volunteering activities (for example, community tree planting, environmental conservation, and waste management activities), collaboration events and/or community awareness-raising activities that promote people's individual and collective behavioral change to improve climate resilience (for example, by promoting climate-resilient agricultural practices, agroforestry, crop diversification, and use of low-carbon alternatives), and sustainable local level management of natural resources (like water, energy, community land, parks/markets, and so on).</p> <p>(b) Climate-smart/resilient and green community infrastructure that are identified and prioritized by the youth. For example, climate-proofed community/youth centers; climate-smart parks and recreational spaces incorporating climate-resilient materials and design principles; energy-efficient/solar lighting; green spaces; and water-smart landscaping features that can help reduce excessive heat, limit drought effects, and reduce air pollution.</p>	
<b>Component 2: Building foundation and capacity for inclusive and resilient communities</b>	<b>45.0</b>
<p>The component will finance the following:</p> <p>(a) <b>Raising community awareness on climate change risks, adaptation, and mitigation</b>, which will promote awareness and behavioral change for mitigation of GHG emission and climate risks. The communities will be sensitized on climate vulnerabilities and impact regarding their locality, based on which they will be able to identify priority investments to be financed under Component 1. This will be done based on data-driven sources (such as a recently conducted climate and FCV vulnerability study by the World Bank task team), as well as participatory and bottom-up approaches that follow the project's subproject cycle. The capacity built</p>	





How Will Activity Address Climate-Related Vulnerabilities and Promote Mitigation and Adaptation?	US\$, millions
<p>by the component is expected to be useful for the local communities' knowledge and behavioral change beyond the context and life of the project.</p> <p>(b) <b>TA and training activities to enhance institutional and human capacity of key national and local stakeholders on climate dimensions</b>, which will contribute to resilience and adaptation to climate shocks, stressors, and changing conditions and mitigate GHG emission. Capacity building will be carried out through formal and informal training as well as experiential learning, including:</p> <p>(c) Training for LG staff and community facilitators on undertaking participatory climate risk assessments and on climate change and resilience in subproject identification/prioritization and management;</p> <p>(d) Communities will receive training (including youth- and gender-specific training) on climate change impacts and how to address climate adaptation and mitigation, which include climate-smart practices or climate shock preparedness and response, with a focus on droughts and flooding. This will include skills training for beneficiaries that promotes climate risk mitigation, climate-smart agriculture practices and production, and use of energy-efficient tools/equipment to mitigate GHG emission;</p> <p>(e) Capacity building of local market stakeholders, Government officials, and technical partners to gain knowledge and adopt agricultural, business, or natural resource management practices that improve resiliency to shocks and stresses, support adaptation to climate change, and mitigate GHG emission (such as efficient water/energy/land use and climate-smart storage practices).</p>	
<b>Component 3: Regional Coordination Platform and Dialogue</b>	<b>22.5</b>
<p>All activities financed under this component will address climate change-security nexus risks. Examples include but are not limited to the following:</p> <p>(a) <b>Pillar 1 (with the largest proportion of this component's financing<sup>121</sup>). Shared data and enhanced knowledge on climate change risks and trends across the four countries and with national objectives, including the Nationally Determined Contribution</b>, which will improve awareness and regional understanding among the key Government, regional, and local stakeholders on climate change risks and challenges, including around how climate and FCV risks interact and compound with one another. Regional data on climate change risks and drivers of vulnerability will be collected and analyzed under the regional FCV/Climate Database, and there will also be an investment registry that will include FCV/climate vulnerability profiles for clusters of communities (for example, proximity to climate change risks and conflict). The data generated should also be useful nationally and are expected to provide information related to each country's Nationally Determined Contribution and the respective implementation of adaptation and mitigation objectives as described in the Nationally Determined Contribution.</p> <p>(b) <b>Pillar 2: Research studies on climate change toward regionally coordinated policy action</b>, which will promote the generation on new knowledge on climate change, its risks, and impacts and will inform regionally coordinated policy actions on climate adaptation and mitigation. Given that the project will not only consolidate existing studies on climate change risks through the research catalogue but will also fund policy-relevant research studies to improve understanding of FCV-climate dynamics and vulnerabilities in the region, this could contribute to better informing regional policy for conflict-sensitive climate action and adaptation, as well as climate-sensitive project implementation across the four countries. Activities would include providing research grants for studies on natural resource management and climate change (including the climate change-security nexus), in collaboration with universities and research centers.</p> <p>(c) <b>Pillar 3: Dialogue building to develop climate-smart strategies and activities for the Gulf of Guinea region</b>, which will help improve the ability of local institutions to plan, protect, and restore ecosystems, and develop strategies for increasing resilience to climate change impacts and multi-hazard risk management. Regional dialogues will also help inform more coordinated policies and strategies for increasing the preparedness and resilience to climate change in the Gulf of Guinea region. The project's dialogue-building events will include climate vulnerability and mitigation, such as local institution dialogues, Gulf of Guinea 'TED style' talks, regional</p>	

<sup>121</sup> Indicative proportion of around 40 percent.





How Will Activity Address Climate-Related Vulnerabilities and Promote Mitigation and Adaptation?	US\$, millions
<p>workshops/sessions, the annual regional forum to promote exchanges, and the development of regionally coordinated strategic plans to address FCV risk and climate change emerging issues (for example, cross-border transhumance corridors adapted to the effects of climate change and environmental degradation).</p> <p>(d) <b>Cross-cutting. Climate diagnostics for community facilitators and communities, also through the use of a CDD application, to promote climate-informed local development planning.</b> The CDD app will furnish community facilitators with local weather forecasts and climate diagnostics at the cluster level, which will consolidate existing data on socioeconomic vulnerability, climate fragility, and hazard risks from the RCP—visualized in a manner that is adapted/simplified for local actors. Beyond diagnostics, the app would also provide key tasks to orient local actions that can support climate-informed planning (that is, mapping community experiences with climate risks, facilitating climate screening of subproject proposals, providing illustrative list of climate-smart investments given existing climate risks to mitigate GHG emission, and so on) and to help communities prioritize climate-smart investments and local climate actions. This will help incorporate climate considerations into multiple-year LDPs, which could include prioritizing adaptation activities (like flood control structures) for expected changes in temperature, rainfall, storm surge, and so on. Communities will also be engaged in collecting climate data and monitoring climate risks with the CDD app, which will promote more timely collection and analysis on contextualized climate knowledge and hence the adoption of risk reduction measures. The CDD app with locally collected data will advance communities' and regional knowledge on climate change which will feed back into the FCV database, to inform broader regional dialogue and policy development. In addition, the project will develop a sentiment analysis monitoring tool to capture and analyze sentiments relating to FCV and drivers of climate vulnerability, based on traditional and social media or perception surveys. This can enhance local, national, and regional stakeholders' awareness on climate vulnerabilities and mitigation measures of risks and GHG emission.</p>	
<b>Component 4: Project Management</b>	<b>45.0</b>
Day-to-day project management activities will also be climate informed, for example, (a) monitoring of project climate activities and (b) engagement of communities and relevant CSOs in the monitoring of climate actions, such as the effective implementation of climate adaptation and mitigation in approved subprojects. This will promote the effective implementation of adaptation and mitigation measures to address drivers of vulnerability to climate-related risks and impacts.	



## **ANNEX 5: Security Risks and Prevention Measures for the Project Implementation**

1. **The security risks described in the regional and country context sections could have substantial impact on project activities.** The World Bank has conducted a preparation-stage due diligence which mainly shows that while violence levels in the selected countries in the Gulf of Guinea are relatively low compared to neighboring countries affected by violent extremism such as Burkina Faso, Mali, and Niger, recent political violence after the presidential elections in the case of Côte d'Ivoire and protests and riots in Benin, Togo and Ghana have increased security risks in the four countries, especially in the target northern regions. Additionally, border areas are vulnerable to terrorist attacks from extremist groups operating mostly in the Sahel, which could affect the project's proposed activities especially under Components 1 and 2 which involve intensive local-level facilitation and engagement including border-zone communities close to the Sahel countries.
2. **Violent extremism groups operating in the region have exploited individual, social, and structural vulnerabilities to establish a presence in some poor and vulnerable communities.** Although Burkina Faso, Mali and Niger are the main target countries for extremist groups, their presence in the north border of the Gulf of Guinea coastal countries with Burkina Faso and Mali is a great concern. Extremist groups have declared their intentions to expand to the Gulf of Guinea coast, in part driven by three main considerations: (a) obtain safe havens in northern areas for logistics and rest and recruit new militants from rural areas; (b) hinder campaigns of regional and international forces by dispersing their efforts; and (c) open safe corridors from northern Mali to northwestern Nigeria and northern Benin and across Burkina Faso down to the Gulf of Guinea. Furthermore, criminal groups operating in the region cooperate with violent extremist groups in the region. They are composed of illegal gold miners, poachers, traffickers, drug dealers, and in general international organized crime networks that are present in the area.
3. **The main regional response to violent extremism, the G5 Sahel Joint force, has had limited success in containing regional spillovers of terrorist attacks in the Gulf of Guinea.** Security risks for the project beneficiaries are then high in border areas of the selected countries due to possible terrorist attacks and in the regions of Lagunes, Lacs, Montagne, and Abidjan in Côte d'Ivoire due to violent riots and protests. Potential safety and protection risks for company staff and contractors include loss of life, physical injuries, or destruction or theft of company and community assets due to widespread violence, violent riots, deliberate attacks by non-state armed groups, and criminality.
4. **Borrowers' responsibility.** The primary responsibility of risk monitoring, management, and mitigation lies with the Borrowers. The four participating countries, through their lead ministries and implementing agencies, will be responsible for the following:
  - Ensure that a project security officer is part of the PIU, charged with all security monitoring/management aspects, including liaison with the armed forces and local communities and security audits of project sites. Options for sharing this full-time security specialist with other related projects should be explored.
  - Prepare and implement an SMP when project implementation starts, based on an SRA.
  - Set up a data sharing protocol on security issues with humanitarian NGOs that are active in the project areas.
  - Ensure that the GRM selects partners with a high degree of acceptance, access, and knowledge of the local situations.



- Establish clear vetting procedures, codes of conduct, and reporting mechanisms on possible abuses from security forces, including SEA/SH risks.
  - Establish security protocols for implementing agency/partner staff. These should include, among others, (a) clear steps before-during-after field visits, (b) clear description of emergency procedures, (c) duty of care language for contractors, (d) insurance against kidnapping or violence events, and (e) clear procedures for incident reporting.
  - Implement the CE and community outreach program and the adapt the PIM to security issues.
5. These responsibilities would be monitored by keeping track of and reviewing the regular updates of the SMPs drafted by the Borrowers table 5.1 provides the full list of (a) safety/protection risks and (b) operational risks for communities and Borrowers, as well as the related security risk mitigation measures.

**Table 5.1. Summary of Risks and Mitigation Measures**

Type of Risk	Risk Description for Beneficiaries and Governments	Security Risk Mitigation Related to Project Supervision – Borrower, Implementing Agencies, and World Bank	Security Risk Mitigation Related to Project Implementation – Borrower and Implementing Agencies
<b>Safety and Protection</b>	<p><b>Local communities and local stakeholders</b></p> <p><i>Côte d'Ivoire: moderate probability, moderate impact</i></p> <p><i>Benin, Ghana, Togo: low probability, moderate impact</i></p> <ul style="list-style-type: none"> <li>• Loss of life, physical injuries, or destruction of project assets due to deliberate attacks by non-state armed groups or the abduction of project personnel</li> <li>• Loss of life, physical injuries, or destruction of project assets due to the proximity to conflict</li> <li>• Abuses by security forces deployed to protect project assets</li> <li>• SGBV committed by security actors or contractors</li> <li>• Violent demonstrations resulting in damaged assets.</li> </ul> <p><b>Implementing Agency (high probability, high impact)</b></p> <ul style="list-style-type: none"> <li>• Threats to safety, kidnapping, and extortion of Government or contractor staff in contested areas</li> <li>• Reduction in the ability to implement the project</li> </ul>	<ul style="list-style-type: none"> <li>• The Borrowers will conduct SRAs which will be updated regularly and shared with the World Bank by a project security office hired by the PIUs.</li> <li>• Decision on if/how to use national security forces based on SRAs and SMPs. Establish clear vetting procedures, codes of conduct, and reporting mechanisms on possible abuses from security forces, including SEA/SH risks.</li> <li>• Establish a data sharing protocol with national security forces. Establish a security risk hierarchy and a contingency plan for temporary or permanent suspension of project activities.</li> <li>• Deployment of ICT tools such as (a) remote sensing via satellite imagery, (b) GEMS or Iterative-Beneficiary Monitoring (IBM), and (c) other instruments.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure a project security officer is part of the PIU. The role of the officer would be defined through ToR but should cover liaison with security forces, security audits of project sites, liaison with contractors, and SMPs.</li> <li>• Prepare and implement an SMP.</li> <li>• Set up a GRM, selecting partners with a high degree of acceptance, access, and knowledge of the local terrain.</li> <li>• Establish security protocols for implementing agency/partner staff, with clear steps before-during-after field visits, and emergency procedures.</li> <li>• Establish clear procedures for incident reporting.</li> <li>• Share information regularly with security actors on key project activities/dates.</li> <li>• Strengthen M&amp;E system with GEMS, IBM, or other ICT tools.</li> <li>• If access is challenging, consider Third-Party</li> </ul>



Type of Risk	Risk Description for Beneficiaries and Governments	Security Risk Mitigation Related to Project Supervision – Borrower, Implementing Agencies, and World Bank	Security Risk Mitigation Related to Project Implementation – Borrower and Implementing Agencies
	<ul style="list-style-type: none"> <li>Loss of trust from communities for Governments.</li> </ul>	<ul style="list-style-type: none"> <li>If field visits cannot be undertaken, consider Third-Party Monitoring (TPM).</li> <li>Outreach to faith-based groups that are active in high-risk areas.</li> </ul>	<p>Execution (TPE) whereby a UN agency or NGO implements the project activities on behalf of Governments with direct financing from World Bank.</p>
<b>Operational</b>	<p><b>Communities</b> (<i>moderate probability, high impact</i>)</p> <ul style="list-style-type: none"> <li>Perception of unfairness in communities due to the selection of project location (that is, protests and riots).</li> </ul> <p><b>Implementing Agency</b> (<i>high probability, high impact</i>)</p> <ul style="list-style-type: none"> <li>Reduction in the ability to implement the project.</li> <li>Loss of trust from communities.</li> </ul>	<ul style="list-style-type: none"> <li>As part of the contingency plan for implementation support, identify a set of triggers that would inform the entry/exit strategy for the project. Triggers would cover indicators of growing insecurity (for example, number of incidents, lethality, and impact) over time, which would be compared with an acceptable baseline for security risks.</li> <li>As with safety/protection risks: partnerships, remote sensing, GEMS, IBM, and TPM. Clear procedures for incident reporting and monitoring.</li> <li>Discuss duty of care/security arrangements for World Bank staff (for example, escorts and transportation) early on with the UN and/or national security forces.</li> <li>Communication strategy to explain project selection to beneficiaries and project-affected persons.</li> </ul>	<ul style="list-style-type: none"> <li>As part of Borrowers' obligations stipulated in the ESF/ESS4 and PIM, identify a set of triggers for temporary or permanent suspension of works that would be compatible with World Bank entry/exit strategy.</li> <li>Focus on community engagement and sensitization to quick response to grievances.</li> <li>Factor in insecurity in contracting and procurement of PIU consulting services, asking service providers and firms to cost security provision early on and to provide a security/safety plan and to recruit appropriate expertise.</li> <li>As with safety/protection risks: partnerships, GEMS, enhanced M&amp;E, TPE, and clear procedures for incident reporting and monitoring.</li> <li>Discuss security arrangements (for example, escorts and securing of activities) early on with national security forces.</li> <li>Communication strategy to explain project selection to beneficiaries.</li> </ul>