Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 08-Sep-2021 | Report No: PIDA30505

BASIC INFORMATION

A. Basic Project Data

Country	Project ID	Project Name	Parent Project ID (if any)
Western Africa	P172769	West Africa Food System Resilience Program (FSRP)	
Region	**Estimated Appraisal Date**	**Estimated Board Date**	**Practice Area (Lead)**
AFRICA WEST	16-Aug-2021	29-Oct-2021	Agriculture and Food
Financing Instrument	**Borrower(s)**	**Implementing Agency**	
Investment Project Financing	Republic of Mali, Republic of Niger, Republic of Togo, Republic of Burkina Faso	CORAF, ECOWAS, CILSS, Ministry of Agriculture, Irrigation and Mechanization - BF, Ministry of Agriculture, Livestock and Fisheries-ML, Ministry of Agriculture, Livestock and Rural Development - TG, Ministry of Agriculture and livestock - NE	

Proposed Development Objective(s)

To increase preparedness against food insecurity and improve the resilience of food system actors, priority landscapes and value chains in program areas.

Components

Digital advisory services for agriculture and food crisis prevention and management
Sustainability and adaptive capacity of the food system's productive base
Regional Food food Market market Integration integration and Trade trade
Contingency Emergency Response (CERC)
Program Management

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

Total Project Cost	354.00
Total Financing	354.00

of which IBRD/IDA	330.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	330.00
IDA Credit	150.00
IDA Grant	180.00

Non-World Bank Group Financing

Trust Funds	24.00
Global Agriculture and Food Security Program	24.00

Environmental and Social Risk Classification

Substantial

Decision

The review did authorize the team to appraise and negotiate

B. Introduction and Context

Regional Context

1. West Africa is one the world's most vulnerable regions owing to its climatic, institutional, livelihood, economic, and environmental context.[1] Approximately 43% of West Africans live below the international poverty line,[2] and most countries in the region are clustered at the very bottom of the human development rankings. Contributing 29% of the region's gross domestic product (GDP), agriculture is the principal livelihood for more than 60% of West Africans. Due to a combination of increasingly volatile food production and rising food demand, per-capita food availability has been decreasing over the past years. As a consequence, the region has experienced a rise in the frequency and severity of food crises. During the lean season between June and August 2021, 23.6 million people are projected to require immediate food assistance - a new record high[3].

[1] For the purpose of this document, West Africa includes Benin, Burkina Faso, Cabo Verde, Chad, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, and Togo.
[2] For example, poverty is 43.7% in Burkina Faso, 49.7% in Mali, and 44.5% in Niger (poverty headcount at US$1.9 a day (2011 PPP).
[3] RPCA 2021

2. Multiple interacting factors are responsible for West Africa's falling per capita food availability and worsening food insecurity. They include (a) climate change; (b) environmental degradation, driven by population growth and intensifying competition over natural resources; (c) the increasing incidence and severity of conflict and state fragility; and (d) poor regional trade integration:

(a) **Climate change is reducing crop yields and livestock productivity.** The impacts of more frequent extreme weather events such as droughts and floods are increasingly felt across the region. The IPCC (2014) projects that, without adaptation, crop growing periods will shorten by 20% on average by 2050, leading to a 40% drop in cereal yields and a reduction in biomass production for livestock. In addition, climate change is aggravating pest and disease risks such as locust outbreaks[4].

(b) **The natural resource base (water, land, and vegetation) needed for food production is deteriorating rapidly as agriculture expands across landscapes with little consideration for sustainability.** Rapid population growth has resulted in significant land use changes over the last fifty years. While the area covered by crops doubled between 1975 and 2013, vast areas of forest, savanna, and woodland were lost or fragmented[5]. Recurring droughts, deforestation, and unsustainable agricultural practices such as intensive tillage have accelerated soil erosion and soil degradation.

(c) **The increased incidence of conflict and fragility in West Africa interacts with the food insecurity challenge in manifold and complex ways**. The past five years have been the most violent on record, with over 12,000 conflict events and 50,000 fatalities, largely as a result of metastasizing conflict involving extremist groups in the central Sahel and the Lake Chad region.[6] Predominantly occurring in rural areas, violent conflict strongly affects the agricultural sector, with women farmers and herders hit hardest.[7]

(d) **The region's poorly integrated food markets cannot accommodate large yearly fluctuations in food crop production, leading to high price volatility and local food shortages.** Commodities imported from outside the region account for about 80–90% of all food traded by volume in West Africa.[8] Most intraregional food trade is informal and constrained by high transaction costs driven by physical, infrastructural, and political barriers.[9] Imported food is often more competitive than domestic production exposing West African countries to the volatility of international cereal markets[10].

3. The COVID-19 pandemic is putting further strain on the food system, threatening to increase malnutrition and food insecurity among vulnerable populations. At this time**,** confirmed COVID-19 cases in West Africa are comparatively low, and food supply disruptions have remained limited. Even so, the pandemic has induced health and economic crises that reduce access to food—for example, by increasing

[4] IPCC 2019
[5] Cotillon 2017
[6] OECD, 2020. The Geography of Conflict in North and West Africa.
[7] FAO and IFPRI, 2017, Conflict, migration and food security: The role of agriculture and rural development.
[8] UNCTAD 2020
[9] Poor infrastructure and governance of the transport sector has led to high costs of moving goods by road or rail within West Africa (FAO 2015). Additional barriers to trade are tariffs, import and export restrictions via bans or quotas in many West African countries (World Bank 2015).
[10] This risk is illustrated by the spike in international rice prices in the first half of 2020, when Asian countries restricted exports out of fear that the pandemic would lead to a supply shortfall.

unemployment and reducing purchasing power—particularly among the urban poor.[11] The number of people living in poverty in Sub-Saharan Africa is expected to increase by up to 40 million,[12] which will negatively affect food security in the short and long term.

Sectoral and Institutional Context

A Strong Regional Commitment to Transform Agriculture and Enhance Food System Resilience

Achieving food security is a key regional priority and a necessity for addressing growing concerns linked to current demographic, migration, and security trends. Bringing together African leaders and development partners, the 2019 Kigali African Food Security Leadership Dialogue (AFSLD) gave additional impetus for implementing earlier commitments to agriculture and food security (African Union Vision 2063, Malabo Declaration). In West Africa, the ECOWAS Common Agricultural Policy (ECOWAP), with its 2025 Strategic Policy Framework (SPF)[13], sets a comprehensive regional vision for the sector and reflects West African leaders' commitment to end hunger in the region. In addition, the World Bank and other development partners pledged to expand support to climate-smart policies and programs for food and nutrition security and resilience.

Doing business differently to enhance food system resilience in West Africa. The multiplicity of agricultural risks, their complexity, and the previous failure to address them in an integrated way is endangering both the sustainability and the development prospects of agricultural initiatives. Confirming this assessment, broad regional stakeholder consultations[14], have coalesced around three conclusions:

(a) **Improving resilience requires to shift the focus from a short-term crisis response mode to long-term risk management coordinated at the regional level.** Such a strategy would align disparate donor investments and interventions to meet the core challenges of climate change, low agricultural productivity, accelerated land degradation, and limited food trade between surplus and deficit areas. The region has institutions in place to launch the institutional reforms needed to ensure the sustainability of structural interventions.

(b) **The region needs to move toward an integrated climate-smart agriculture (CSA) approach at the landscape level to manage competing demands for land, water, and other natural resources**. Traditional sectoral approaches to agricultural productivity, water, and land management have contributed to the disruption of ecosystems on which rural communities depend, resulting in productivity declines and increased vulnerability. Integrated CSA approaches applied at the landscape-level allow to sustainably manage the complex linkages among the different components of natural capital. Apart from providing producers with opportunities for income diversification, they have the potential to increase both productivity and resilience while contributing to climate mitigation.

(c) **Food crisis prevention and management are optimally implemented at a regional level to mitigate, diversify, and transfer production risks.** First, because agriculture relies on regionally

[11] RPCA (2020).
[12] World Bank (2020), "The World Bank in Africa." https://www.worldbank.org/en/region/afr.
[13] The 2030 SPF (in preparation, to be completed by 2024), builds on the 2025 SPF and includes a financing framework to mobilize additional ECOWAS and member country funding and ensure policy continuity.
[14] Among others, the ministerial conference held in June 2020 and an interactive virtual "Under the palaver tree" conference with 400 stakeholders organized in July 2020 by ECOWAS.

shared natural resources, cross-border coordination is essential for reversing resource degradation. Second, climate change-caused food supply challenges stem from changing agro-ecosystems, which span national borders. Third, returns to R&D increase with scale, but financial and human resources in individual countries are extremely limited. Finally, regional cross-border collaboration to provide hydrometeorological (hydromet) and early warning information to farmers and pastoralists generates positive spillovers, as countries with less capacity learn from leaders to build more effective climate hazard forecasting capacity and advisory services.

4. Based on this consensus, three mutually reinforcing areas of intervention have emerged as priorities for enhancing food system resilience in West Africa. Informed by the 2019 AFR Strategy ("Building Resilience to Climate Change in Africa's Food Security") and reflecting shared conclusions emerging from the Under the Palaver Tree Conference (convened in July 2020), the three intervention areas are: (i) sustaining the productive base of the food system by investing in CSA at the farm and landscape level; (ii) promoting an enabling environment for intraregional value chain development and trade; and (iii) building regional capacity to manage agricultural risk.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

To increase preparedness against food insecurity and improve the resilience of food system actors, priority landscapes and value chains in program areas.

5. The PrDO aims to contribute to achieve the program's higher-level objective of *reducing the number of food insecure people in West Africa*. The evolution of this key metric has seen a worsening trend over time driven by structural challenges and also exhibits strong year-on-year volatility driven by unpredictable climate and conflict events beyond the program's control. Through its PrDO, FSRP aims to tackle the underlying structural challenges and reduce beneficiaries' sensitivity to these volatile *force majeure events.* To enable attribution of the program's impact in this context, a rigorous impact evaluation will be put in place deploying experimental and quasi-experimental methods to identify FSRPs impact on its higher-level objective.

Key Results

The PrDO-level outcome indicators are as follows:

Table 1: PrDO-level indicators (Phase 1)

Indicator	Baseline	End target
Program beneficiaries (farmers reached with agricultural assets or services - Female	0	2,300,000
Female	0	920,000
Food system actors accessing hydro and agrometeorological advisory services (by number and gender) (Number) Percentage of women	0 0	500,000 40
Producers adopting climate-smart agricultural technologies and services (Number)	0	1,295,000

Percentage of women	0	40
Surface area under integrated landscape management practices (Hectare(Ha))	0	102,300
Share of intra-regionally traded production in selected value chains (Percentage)	20	30
Percentage of reduction of the number of food insecure people in targeted areas	TBD	30

D. Project Description

6. **The FSRP is organized around five components**: (i) Strengthening Digital Advisory Services for Regional Agriculture and Food Crisis Prevention and Management; (ii) The Sustainability and Adaptive Capacity of the Food System's Productive Base; (iii) Regional Food Market Integration and Trade; (iv) a Contingency Emergency Response Component (CERC); and (v) Program Management.

Component 1: Digital Advisory Services for Agriculture and Food Crisis Prevention and Management [US$44.7 million IDA, US$5 million Dutch Development Cooperation]

7. The objectives of Component 1 are to: (i) enhance decision support systems with demand-driven information services in order to increase the effectiveness of agriculture and food crises prevention and management, integrating data and leveraging cutting-edge science, innovation, and technologies; and (ii) strengthen regional capacity and institutional sustainability, as well as capacity to adapt to climate change. Expected outcomes are: (i) upgraded regional food crisis prevention and management systems leveraging stronger regional operational capacity of agro-hydrometeorological services and impact-based early warning systems; and (ii) food system stakeholders accessing and using agro-hydrometeorological information services in their decision-making. Component 1 has two subcomponents: Subcomponent 1.1 (Upgrading Regional Food Crisis Prevention and Monitoring Systems) and Subcomponent 1.2 (Strengthening Digital Hydromet and Agro-Advisory Services for Farmers).

Component 2: Sustainability and Adaptive Capacity of the FOOD SYSTEM's productive base [US$166.4 million IDA; US$17.9 million GAFSP]

8. The objective of Component 2 is to enhance the resilience of the food system's productive base and contribute directly to the GGWI. Expected outcomes are: (i) strengthened national and regional agricultural research systems; (ii) a strengthened policy environment for landscape governance (multisectoral inclusive policies and regulations to avoid, reduce, and reverse land degradation); and (iii) Landscape units (LUs) under integrated management that are able to achieve multiple objectives sustainably (food production, provision of ecosystem services, protection of biodiversity, and improvement of local livelihoods). Component 2 has two mutually supporting subcomponents: Subcomponent 2.1 (Consolidate Regional Agricultural Innovation Systems) and Subcomponent 2.2 (Strengthen Regional Food Security through Integrated Landscape Management). Technologies and innovation to be scaled up flow from Subcomponent 2.1 to 2.2, and the land and water management research group constituted under Subcomponent 2.1 will provide technical support and coordination between countries implementing landscape interventions. Information services will also flow from the first to the second subcomponent.

Component 3: Regional Food Market Integration and Trade [US$86.0 million IDA; US$5.2 million GAFSP; US$5 million Dutch Development Cooperation]

9. The objective of Component 3 is to facilitate trade of agricultural goods and inputs within and across national borders in West Africa. Expected outcomes are: (i) increased intra-regional food trade between surplus and deficit areas; and (ii) increased value creation in regional priority value chains. Component 3 is organized into two subcomponents: Subcomponent 3.1 (Facilitate Trade Across Key Corridors and Consolidate Food Reserve System) and Subcomponent 3.2 (Support the Development of Strategic and Regional Value Chains). ECOWAS will ensure overall coordination of this component.

Component 4: Contingent Emergency Response Component (CERC) [US$0 million IDA]

10. Component 4 is a mechanism for financing eligible expenditures in the event of an emergency precipitated by a natural disaster. Activation of this component allows funds to be disbursed rapidly to reduce damage to infrastructure, ensure business continuity, and recover more rapidly from a disaster. Following a major disaster, the affected participating country may request that the World Bank channel resources from other FSRP components into the CERC. As a condition for disbursement, an Emergency Response Manual (ERM) will be developed for each country, stipulating the fiduciary, safeguards, monitoring, and reporting requirements related to invoking the CERC, as well as any other essential coordination and implementation arrangements.

Component 5: Program management [US$32.9million IDA]

11. ECOWAS will coordinate program management under Component 5 and delegate technical work under Components 1 and 2 to the relevant mandated organizations (principally CILSS for Component 1 and CORAF for Component 2). Component 5 will ensure efficient program management and careful tracking of performance and impact. Among other activities, it will support: (i) program management, M&E, and impact assessment; (ii) annual foresight conferences to monitor trends and emerging needs around agriculture and food security.

Legal Operational Policies

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

Summary of Assessment of Environmental and Social Risks and Impacts

12. Key social risks: variation in institutional capacity and readiness at both the national and regional levels, Fragile and Conflict Violence risks, possible physical and economic displacement impacts from project activities (i.e. under comp. 2), and risks related to Sexual Exploitation and Abuse, Violence Against Children; the exclusion of women, migrants, refugees, persons with disabilities, the landless, elders and youth from participating and benefiting from the project if the project is not properly monitored or designed. Other risks include: labor risks (including child labor); community health and safety; social fragmentation and disruption of traditional livelihoods; and stakeholder risks. Given the expanded scope of the ESF and the lack of experience and familiarity with the ESF in the PIUs, and no experience with the ESF in some PIUs, the Borrower's institutional capacity to implement the project under the ESF is considered weak. In Burkina Faso, Mali and Niger, strengthening the capacity of vulnerable households, families, communities and systems to face uncertainty and the risk of shocks is critical, given the level of insecurity and fragility in parts of these countries and the increasing numbers of people displaced. Under these circumstances, project implementation will be challenging, even if the project considers implementation modalities that can help improve communal resilience to climate and FCV risks (i.e. by bridging the gap between local, sub-national and national levels of governance and by building and sustaining a bottom-up approach, initiating community-level dialogue, and empower vulnerable groups such as women and youth). This will nevertheless be challenging to achieve in these countries given the fragility and insecurity. These risks are exacerbated by the COVID-19 pandemic and will most likely continue into the post-COVID environment.

13. In rural areas, many people (including women, tenant farmers and migrant workers) occupy land to which they do not possess formal rights (i.e., women farmers in Ghana or Sierra Leone) and their livelihoods could be negatively impacted by project interventions. Women often also lack tenancy rights and access to modern agricultural implements and digital technology, including technology which will be helpful to achieve the objectives under Component 1. They also have limited access to finance, land, and control over the allocation of labor and cash resources. They could therefore be excluded from project benefits). Multiple stakeholders will need to be engaged and consulted throughout project preparation and implementation; this could result in social conflict, mainly in insecure areas where varying competing interests are involved (i.e. herders versus farmers). The Community Driven Development approach under component 2.2. requires a transparent, inclusive, and accountable governing structure in the selection process, with Technical Assistance to prepare community development plans to ensure inclusion of women, youth and other disadvantaged groups. In FCV countries, there will be significant challenges to undertake stakeholder consultations and monitor project activities.

14. The environmental risk of the project is rated substantial because of the wide impact area (operations are in numerous countries) of the project, the civil works, the irrigation and infrastructure development, the potential use of chemical products (pesticides and fertilizers) and the disparate levels of Borrowers? capacity in the area of environmental impacts, and risks management under ESF.

E. Implementation

Institutional and Implementation Arrangements

Overall and Regional Level Implementation

15. At the regional level, ECOWAS will monitor and coordinate the overall implementation of the program. The program will be overseen by a Regional Steering Committee (RSC) chaired by the ECOWAS Commissioner in charge of Agriculture, Environment, and Water Resources (or representative) and will

include, among others, representatives of the WAEMU Department of Rural Development, Natural Resources and Environment (or representative), CILSS, CORAF, the Network of Farmer and Agricultural Producer Organizations in West Africa (ROPPA),[15] the regional private sector organizations, the West Africa Women's Associations, AGRHYMET Regional Center, INSAH, and each of the ECOWAS and WAEMU Member States. The RSC will meet at least once every fiscal year to ensure the consistency of program activities with the vision and the projects and programs of the recipients.

16. Implementation will be structured as follows: (i) CILSS (AGRHYMET) will coordinate overall implementation efforts under Component 1; (ii) CORAF under Component 2; and (iii) ECOWAS under Component 3, supported by AKEDEMIYA 2063 with IFPRI, leveraging an on-going collaboration with ECOWAS focusing on (i) M&E and mutual accountability through ex-ante analysis, performance tracking, and impact assessment; (ii) agricultural technology evaluation and prioritization; (iii) production systems tracking and yield assessment through remote sensing and machine learning; (iv) interactive GIS-based data management infrastructure; and (v) policy support, capacity building, tools, and methodologies for use by local analysts and planners. The regional partners will implement or delegate activities at the regional level. Countries will implement or delegate national-level activities, supported by regional partners providing guidance and support, including mobilizing specialized technical assistance, fostering knowledge management and exchanges, reporting on progress related to the effectiveness of risk mitigation mechanisms, the reduction of food and nutrition insecurity, and market integration and trade.

17. ECOWAS will delegate the implementation of regional fiduciary activities under Component 3 to its Regional Agency for Agriculture and Food (RAAF/ARAA). ARAA is mandated to ensure technical assistance on programs and regional investment plans that help to operationalize ECOWAS regional agricultural policy, relying on institutions, regional organizations, and stakeholders with proven expertise. Its mission is to: (i) strengthen the technical capacity for intervention and action of the ECOWAS Department of Agriculture, Environment, and Water Resources in implementing investment programs to enable the Department to fully play its regulatory role (regulation, monitoring, evaluation, and so on); (ii) coordinate, in a responsible manner, the activities and fields of intervention of specialized technical institutions in the agricultural and agri-food sectors; and (iii) contribute to capacity building for regional and national actors in the preparation of projects and the implementation and follow-up activities.

Individual Country Level Implementation

18. **At the country level**, the institutional and implementation organization of the FSRP share a number of features, including a common overall structure consisting of a National Steering Committee and a PCU embedded in the line ministry.

19. **Program implementation will be the responsibility of the respective borrowers and conducted through World Bank funded PCUs that are already in place,** namely: in Burkina Faso by the PCU of the Projet de Résilience et de Compétitivité Agricole (PReCA); in Mali by the PCU of the Projet de Développement de la Productivité et de la Diversification Agricole en Zones Arides et Semi-arides (PDAZAM); in Niger by the PCU of the Projet d'Appui Régional à l'Initiative pour l'Irrigation au Sahel (PARIIS); and in Togo, by the PCU of the Projet d'Appui au Secteur Agricole (PASA). Where needed, country-based implementation structures will be strengthened through the recruitment of additional staff/consultants responsible for program management tasks, including administration, M&E, communication, safeguards (including those related to gender-based violence, sexual exploitation and

[15] Réseau des organisations paysannes et de producteurs de l'Afrique de l'Ouest.

abuse, and sexual harassment), procurement, and financial management. In each PCU, experts from the different technical disciplines (agriculture, ILM, water management and irrigation, hydromet) will be contracted as needed.

20. Each country will establish an FSRP National Steering Committee to provide policy guidance. The committee will meet at least twice each fiscal year to undertake, among other tasks, the review and approval of the draft Annual Work Plan and Budget (AWPB), approval of the annual report, and a review of the status of implementation progress. The countries will send representatives to the Regional Steering Committee (RSC).

21. Each country will prepare a detailed PIM that will incorporate all operational details at the national level, including technical activities, the M&E manual, as well as administrative and fiduciary procedures.

22. At the local level, communities will be involved in the identification of priority zones, selection of priority activities, and validation and implementation of the ILMP. To support these efforts, NGOs or facilitators working with local organizations (or both) will be hired, depending on the country context.

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