



# Project Information Document (PID)

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Appraisal Stage | Date Prepared/Updated: 09-Feb-2021 | Report No: PIDA30655

**BASIC INFORMATION****A. Basic Project Data**

Country Western Africa	Project ID P173197	Project Name Regional Sahel Pastoralism Support Project II	Parent Project ID (if any)
Region AFRICA WEST	Estimated Appraisal Date 01-Feb-2021	Estimated Board Date 30-Mar-2021	Practice Area (Lead) Agriculture and Food
Financing Instrument Investment Project Financing	Borrower(s) CILSS Permanent Interstate Committee for Drought Control in the Sahel, Mauritania, Minister of Economic Affairs, and Promotion of Productive Sectors, Senegal, Ministry of Finance and Budget, Niger, Ministry of Planning, Burkina Faso, Ministry of Economy, Finance and Development, Chad, Ministry of Economy, Planning, Development and International Cooperation, Mali, Ministry of Economy and Finance	Implementing Agency Senegal, Ministry of Livestock and Animal Production, Mauritania, Ministry of Rural Development, CILSS Permanent Interstate Committee for Drought Control in the Sahel, Niger, Ministry of Agriculture and Livestock, Burkina Faso, Ministry of Animal and Halieutic Resources, Mali, Ministry of Livestock and Fisheries, Chad, Ministry of Livestock and Animal Production	

## Proposed Development Objective(s)

To improve the resilience of pastoralists and agro-pastoralists in selected areas in the Sahel region.

## Components

- Animal health improvement and veterinary medicines control
- Sustainable landscape management and governance enhancement
- Livestock value chains improvement
- Social and economic inclusion improvement, women and youth
- Project coordination, institutional strengthening, crisis prevention and response

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



## SUMMARY

Total Project Cost	460.20
Total Financing	460.20
of which IBRD/IDA	375.00
Financing Gap	0.00

## DETAILS

### World Bank Group Financing

International Development Association (IDA)	375.00
IDA Credit	210.00
IDA Grant	165.00

### Non-World Bank Group Financing

Counterpart Funding	85.20
Borrowing Agency	2.01
Borrower/Recipient	22.35
Local Beneficiaries	60.83

### Environmental and Social Risk Classification

Substantial

### Decision

The review did authorize the team to appraise and negotiate

## B. Introduction and Context

### Regional Context

1. GDP growth in the Sahel<sup>1</sup> has been positive<sup>2</sup> over the past years, but the gains are likely to be lost as a result of the COVID-19 pandemic. In 2012 and 2019, Mauritania and Senegal joined the ranks of Lower-

<sup>1</sup>This sub-region of West Africa is defined in this document by the countries participating in PRAPS I (Chad, Burkina Faso, Mali, Mauritania, Niger and Senegal)

<sup>2</sup> Significant in absolute terms (4-5%) and modest in per capita terms (1 to 2%)



middle-income countries, while Burkina Faso, Mali, Niger and Chad remain low income countries. Main sources and components of growth have seen increased public spending and private investment, improved private consumption and growth in the primary sector, notably agriculture and livestock. Inter-annual GDP growth variations (min 1.4 percent in Mauritania in 2015, max 7.2 percent in Mali in 2014) have essentially been linked to variations in: (i) agriculture production (linked to climate variability), (ii) investments and aid flows (correlated to security and political stability), and (iii) wealth extracted from natural resources (mining and oil/gas essentially).<sup>3</sup> With the advent of COVID-19, the prospects for the coming three years in the Sahel Region, which were generally considered good but not without downside risks due to increasing insecurity and climate shocks, are now very worrisome. The IMF predicts<sup>4</sup> that real per capita GDP is projected to contract in Sub-Saharan Africa (SSA) by 5.4 percent in 2020, before recovering by 1.1 percent in 2021. This will bring the per capita GDP 7 percentage points below the level projected before the COVID-19 outbreak, in October 2019, and almost back to its level in 2010.

**2. Regionally, Africa lags far behind in its pursuit of the Sustainable Development Goals (SDGs), with a lower percentage of countries expected to achieve target values by 2030 than any other region.** West Africa is on track to meet the Climate Action Goal only, seeing moderate improvement towards goals 2, 8, 14, 15, 17 and unlikely to meet the remaining SDGs<sup>5</sup>. Progress continues to be outpaced by rapid population growth, hampering structural transformation. Examining a subset of nine human development related indicators across six SDGs, it is estimated<sup>6</sup> that 28 countries (out of 186 analyzed) will not achieve any of the target indicators. 26 of these countries are sub-Saharan, 13 being on the 2018 harmonized list of fragile states from the World Bank and eight having either a United Nation or regional peacekeeping mission.

**3. The significantly upward demographic trend is driving up the absolute number of poor, while inequality is rising.** The decrease in poverty incidence averaged 1 percent per year (2 percent for the best performer: Mauritania, during the 2008-2014 commodity boom) and relied on relative price changes rather than gains in total factor productivity or structural mechanisms to enable the poor to build their human capital and other assets. Inequality has been on the rise, and it is recognized that large subsets of the population (rural households, women, farmers and herders in particular) remain excluded from socio-economic progress, calling for more inclusive growth. Levels of malnutrition are very high overall and a trend of reversal towards food insecurity has been observed over the past decade. In West Africa, the prevalence of undernourishment has increased from 12.1 percent in 2010, to 14.3 percent in 2015 and 15.2 percent in 2019, and is projected to reach 23 percent in 2030, according to State of Food Security and Nutrition in the World (SOFI) 2020<sup>7</sup>.

<sup>3</sup> Extractive industries are expected to continue to play a key role in the economy for the coming years.

<sup>4</sup> IMF, June 2020. Regional Economic Outlook for Sub-Saharan Africa.  
<https://www.imf.org/en/Publications/REO/SSA/Issues/2020/06/29/sreo0629>

<sup>5</sup> SDG Center for Africa and Sustainable Development Solutions Network (2019): Africa SDG Index and Dashboards Report 2019. Kigali and New York: SDG Center for Africa and Sustainable Development Solutions Network.

<sup>6</sup> Moyer, J.D. and Hedden, S., 2020. Are we on the right path to achieve the sustainable development goals? World Development, 127, p.104749.

<sup>7</sup> FAO, IFAD, UNICEF, WFP and WHO. 2020. The State of Food Security and Nutrition in the World 2020. Transforming food systems for affordable healthy diets. Rome, FAO. Projections of the SOFA do not reflect the impact of the COVID-19 pandemic.

*Main development challenges*

**4. The six Sahelian countries share a wide range of common features, making the Sahel a distinct region in regard to its economics, demographics, climate, production systems and consequently development challenges.**

**5. Climate change exerts increasing pressure on the supply side of food production and disproportionately affects the poor,** mainly through decreased agricultural productivity and increased food prices. Exacerbated weather patterns and natural hazards, in particular droughts<sup>8</sup>, are predicted to cause serious impacts on climate-sensitive and natural ecosystems reliant sectors such as agriculture, including pastoralism (de Haan et al., 2016) which accounts for 20 to 35 percent of GDP in the sub-region and employs most of the workforce. Across the Sahel, temperature increase is projected to be 1.5 times higher than the global average. For example, in Senegal, mean annual temperatures have already increased by 1.6 °C since 1950 and are expected to increase by up to 3°C by 2060 (CIAT; BFS/USAID. 2016), leading to higher heat stress for plants and animals, influencing the physiological and immune responses in livestock (FAO, 2020). Future projections of precipitation are less certain due to the high seasonal and annual variability which characterizes the Sahel region<sup>9</sup>. What is certain, however, is that rainfall will become more erratic, leading to both droughts and floods, and also negatively affect animal and rangelands/fodder productivity. Aggravating factors, such as the significant extent of land degradation and poor animal health, further increase vulnerability and limit adaptation capacity. Accelerating the adoption of climate resilient practices will require bold investments and put additional pressure on already limited fiscal resources. A challenge for the Sahel Region will be to overcome stagnant performance without undermining environmental sustainability.

**6. Conflicts are on the rise, affect the economy both at regional, national and local level and disrupt food production and livelihoods in lasting ways.** Niger, Mali, Burkina Faso and Chad are currently facing a serious security and humanitarian crisis<sup>10</sup>, which thrives on and reinforces pre-existing institutional vulnerabilities and inter-communal tensions. More than 5,000 people have been killed in 2020 in the Tri-Border area between Burkina Faso, Mali, and Niger, resulting in the displacement of over 1.5 million people.<sup>11</sup> Research by the OECD shows that between 2009-2019, about 30 percent of violent incidents resulting in casualties took place within a 50km radius from borders.<sup>12</sup> What drives conflict in the sub-region today can be traced to social and political unrest, a breakdown in the social contract, growing competition over resources, discontent over inclusiveness and quality of public service delivery, weak institutions, inequality and underlying social tensions. Decentralization policies have inherently re-

<sup>8</sup> Since 1970, the Sahel endured a prolonged period of well-below-average rainfall, resulting in a series of major droughts (1968-1974, 1983-1984, 2002-2003, 2005, 2009-11, 2016/17), famines, and huge livestock losses.

<sup>9</sup> Depending on the country, models project almost no change in the mean annual precipitation, while other models project a decline and others an increase.

<sup>10</sup> The recently adopted FCV strategy (February 25, 2020) includes these four countries in the list of Fragile and Conflict States: Burkina Faso, Mali and Niger as “countries in medium-intensity conflict”, and Chad as “country with institutional and social fragility”

<sup>11</sup> See <https://reliefweb.int/report/burkina-faso/matrice-de-suivi-des-displacements-dtm-sahel-central-liptako-gourma-tableau-de>

<sup>12</sup> <https://www.oecd.org/swac/maps/90-espaces-frontieres-dangereux.pdf>



enforced the social and political marginalization of pastoralists, a sub-set of the population having already a lesser access to basic services (education, health).

**7. Sources of resilience are however multiple and can be strengthened.** The first factor contributing to resilience – albeit weakening - is the role played by traditional and religious authorities in conflict prevention and management. The dominant informal economy also deserves to be approached as an essential sector for resilience. Interventions must however be carefully designed and adapted as the recurrent crisis context challenges authorities and their partners to support informal actors - particularly women- in a tailored, continuous manner. Local consultation arenas to prevent and manage conflict are also factors of resilience which have proven their effectiveness, particularly for conflicts related to natural resources. The development of conflict-related early warning systems (EWS) can also be considered, notably if they include linkages to mitigation measures delivered to communities.

**8. In the Sahel, gender disparities persist and women and girls in pastoral communities have an even narrower set of opportunities than men.** Gender inequalities have been shown to fuel fragility, under-development, and to a certain degree conflict. Throughout the region, gender gaps are present in almost all areas, with “unequal access to basic social services, unequal property rights and persistent gender gaps in the labor market and in the public sphere.”<sup>13</sup> In pastoral communities, gender gaps persist in access to income potential, voice over community resources and access to productive. Very high rates of fertility and very low literacy rates for women, as well high rates of gender-based violence (GBV) are common traits across the Sahel, and increased insecurity further disempower women. There is a mutually reinforcing relationship between gender inequalities and State fragility in the Sahel<sup>14</sup>. Furthermore, “gender inequalities within the Sahel pose a very real challenge for adaptation and resilience strategies to climate change” and the management of natural resources<sup>15</sup>. Tackling gender gaps and inequalities within pastoral communities contributes to the sustainability of investments but also will mitigate against conflict and instability.

**9. With 64.5 percent of its population under the age of 25, the Sahel is one of the youngest regions in the world and increasing young people’s opportunities for productive work in rural areas is arguably the most important catalyst for Africa to reap its demographic dividend.** But while the generation of Africans currently entering the labor force is the most educated ever, many young people are finding that their prospects for employment and earning are minimal and unsatisfactory. Young people - especially rural young women or poorer rural youth - encounter profound challenges during the transitions to adulthood that increase the difficulty of finding a pathway to productive employment. Increasing productivity in the agriculture sector, still Africa’s largest employer, appears to be the most immediate means of catalyzing economic growth and employment for young people<sup>16</sup>. Approaches to accelerate agricultural growth and improve food security in Africa need to be conceptually integrated with efforts to create jobs for young people as the two goals are highly complementary.

<sup>13</sup> McOmber, C. (2020), "Women and climate change in the Sahel", West African Papers, No. 27, OECD Publishing "Women and Trade Networks in West Africa", West African Papers, 2019, OECD

<sup>14</sup> <https://www.files.ethz.ch/isn/191893/Gender%20inequality%20and%20state%20fragility%20in%20the%20Sahel.pdf>

<sup>15</sup> OECD, ibid

<sup>16</sup> Filmer, Deon and Louise Fox. 2014. Youth Employment in Sub-Saharan Africa. Africa Development Series. Washington, DC: World Bank. doi:10.1596/978-1-4648-0107-5



**10. Food insecurity and malnutrition are a worsening in the Sahel, with insecurity and climatic hazards being the key drivers of growing humanitarian needs.** Despite continuous efforts of governments and partners to address food insecurity and malnutrition in the Sahel, an estimated 9 million people were estimated to be in emergency and crisis food security situations in June-August 2020 (i.e. Phases 3-5 of the Regional Harmonized Framework - *Cadre Harmonisé*<sup>17</sup>). In the context of the current COVID-19 pandemic, which is exacerbating the negative impact of climate change and insecurity, 15.2 million people were deemed at risk of food insecurity in 2020<sup>18</sup>. Improving livelihoods is one of the key long-term solutions. Livestock systems have been recognized for offering great opportunities with no less than thirteen pathways identified through which livestock impacts human food security and nutrition<sup>19</sup>. Interventions focused on increasing the local availability of animal sourced foods (ASFs) and improving incomes – in particular for the most vulnerable – carry a significant potential for positive food security and nutritional outcomes.

#### Sectoral and Institutional Context

**11. Pastoralism in the sub-region is a dynamic and growing sub-sector providing a major source of direct benefits for millions of households.** Pastoral systems are the most adapted to the agro-ecological conditions found in arid and semi-arid areas and are often the only productive activity that these territories can support. The value of the 280 million animals raised (all species combined) by pastoralists<sup>20</sup> and agro-pastoralists<sup>21</sup> in the six countries of the Sahel exceeds 50 billion USD,<sup>22</sup> therefore representing a considerable productive asset and a source of income and resilience for millions of herders. Livestock raised in the Sahel region is being actively traded across western Africa and represents the second source of export revenue after uranium in Niger, and 30 percent of exports for Chad. Currently, the value of the live animals entering value chains is estimated to exceed 8 billion USD annually,<sup>23</sup> a figure that subsequently considerably increases along trade value chains sustaining jobs and incomes for hundreds of thousands of traders, processors and retailers.

**12. The sector's development generates a broad range of benefits for the society at large and has a potential for growth but needs to be better funded and managed.** Pastoralism provides the increasing urban populations with meat and dairy products at competitive price, yet the potential for livestock and animal-source foods to improve nutrition, jobs, resilience and incomes of vulnerable households in the

<sup>17</sup> The *Cadre Harmonisé* is a tool used by 17 West African countries for the identification and analysis of areas at risk and populations in food and nutrition insecurity, allowing comparability over time and space

<sup>18</sup> See WFP/ UNICEF (2020).

<sup>19</sup> In "Leveraging human nutrition through livestock interventions: perceptions, knowledge, barriers and opportunities in the Sahel" Dominguez-Salas (2019)

<sup>20</sup> Pastoral systems are defined as grassland-based, where more than 90% of dry matter grazed or browsed by livestock is from grasslands and rangelands, and more than 50% of household income is from livestock (as defined by de Haan and Cervigni 2016). They are found mainly in the more arid zones of SSA. (Agro)pastoral refers to both agropastoral and pastoral systems.

<sup>21</sup> Agropastoral systems are those in which livestock keepers derive a considerable part of their agricultural income from crop farming – and in which crop residues can make up a significant share of the livestock ration. Generally, more than 10% of the dry matter fed to animals is derived from crop by-products/ stubble and more than 10% of the total value of production comes from non-livestock farming activities (as defined by de Haan and Cervigni 2016). They are found mainly in semi-arid zones and sub-humid zones. (Agro)pastoral refers to both agropastoral and pastoral systems.

<sup>22</sup> FAOSTAT and price data from CILSS

<sup>23</sup> Considering average annual offtakes of 11.5% for bovine, 29.5% for goat and sheep, and 4.75% for camel



Sahel countries remains underutilized. Under a business as usual scenario, by 2050, the demand for meat and dairy products in SSA is expected to increase by 327 percent and 270 percent, respectively, while demand for grains is projected to rise by 190 percent, in comparison with 2012 levels.<sup>24</sup> Pastoralism is also the livestock system best adapted to the Sahelian ecological context and is critical to maintain and regenerate the vast Sahelian rangelands, acting as carbon sinks<sup>25</sup> and supplying eco-systemic services (versus sedentary or “ranching” systems in arid and semi-arid zones). However, if the current scenario in the livestock sector is maintained with low levels of public investments and poor governance, its uncontrolled growth fueled by the increasing demand from urban, middle class population, may lead to negative social, economic and environmental impacts.

*Several challenges continue to hamper the sustainable development of (agro)pastoralism*

**13. Weak Veterinary Services capacity and poor control of drugs continue to pose significant animal losses and public health risks and undermine productivity gains.** Despite the commitment of countries, international and regional organizations to eradicate Small Ruminant Plague (*Peste des Petits Ruminant - PPR*) by 2030 and the control of Contagious Bovine Pleuropneumonia (CBPP), considerable progress still needs to be made to reach these objectives. The weaknesses of the Veterinary Services (public and private<sup>26</sup>) in the region, as highlighted by the World Organisation for Animal Health (OIE) Performance of Veterinary Services (PVS) evaluations, in terms of human, technical and financial capacities, do not allow for an adequate prevention and control of animal diseases, nor for the effective protection of public health. Animal health issues (causes and consequences) are regional in nature, given the contagious character of many pathogens and the large volume of cross-border movements of livestock (for transhumance or trade) and their products in the region. It is essential to pursue the efforts (initiated through the first phase of PRAPS<sup>27</sup> in particular) at the level of national Veterinary Services as well as the regional cooperation and integration in this area to jointly tackle transboundary animal diseases and veterinary public health issues.

**14. Competition and conflicts over resources, obstacles to mobility, poor governance mechanisms do not offer the necessary conditions for a harmonious development of pastoral activity.** The increased competition for access to the essential natural resources (water and pasture) is tangible. The capacity of the States to deliver public interventions coordinated with the communities on the required scale in order to peacefully regulate uses is nevertheless far below the needs. Moreover, due to increasing security risks and negative perceptions, obstacles to the mobility of pastoralists remain numerous. The onset of the COVID-19 pandemic has had a rapid and significant impact on pastoralists, with containment measures exacerbating movement restrictions, and ordered closure of major rural markets disrupting animal

<sup>24</sup> <http://www.fao.org/3/CA1564EN/CA1564EN.pdf>

<sup>25</sup> A recent research from CIRAD (2019) highlighted that environmental co-benefits of pastoral systems are higher than anticipated and could be further exploited. Based on a case in Senegal, it highlighted that Sahelian rangeland ecosystems can have a neutral carbon balance. Results show that greenhouse gas (methane, nitrous oxide and carbon dioxide) emissions from livestock are offset by carbon sinks in rangelands, more particularly trees, shrubs and soils.

<sup>26</sup> Veterinary Services are the governmental and non-governmental organisations that implement animal health and welfare measures and other international standards. The Veterinary Services are under the overall control and direction of the Veterinary Authority. Private sector organisations, veterinarians, veterinary paraprofessionals or aquatic animal health professionals are normally accredited or approved by the Veterinary Authority to deliver the delegated functions

<sup>27</sup> French acronym of the Regional Sahel Pastoralism Support Project (Projet Régional d'Appui au Pastoralisme au Sahel)



trade.<sup>28</sup> Overall, the governance of the sector remains poor as the Ministries in charge of the livestock sector are faced with difficulties to coordinate policies and actions, enforce rules, and generate solid set of data and evidence-based analysis to inform technical and political decisions. In addition, pastoralists' voice and inclusion in decision making remain limited, and many producers' organizations lack representation, coordination and dynamism.

**15. The sector is also constrained by a lack of value addition along value-chains (VCs) linked to poor infrastructure, weak organizations, limited private investments and a still nascent regional integration.**

Livestock and livestock products are among the most perishable goods requiring specific conditions to unleash VCs development potential. National and regional trade in West Africa remains strongly constrained by an uncertain environment characterized by a lack of basic infrastructures (from livestock markets to processing facilities), the imperfection and incompleteness of market information, high level of transaction costs, and pervasive obstacles in regional trade linked to insufficient integration. Informal taxation practices continue to hamper the expansion of the livestock trade and regional trade regulations on live animals and animal products are not always consistent among countries nor well respected, in a context of weak institutional capacities of states and producers' organizations (POs). Trade is dominated by informal practices, with limited transparency and visibility of prices along the livestock VCs, although digital technologies are being rapidly adopted and offer important opportunities to accompany a modernization process underway.

**16. Pastoralists are facing discrimination and marginalization, lower access to economic opportunities, adapted basic services as well as social protection and safety nets.** In part because of the mobility associated with the practice of pastoralism but also other exclusion factors, the extent to which pastoralists are included in social registries and enrolled in civil registries is lower compared to other groups in the population. Consequently, access to social protection, safety nets, responses to crisis, civil rights and other rights associated with civil registration such as land rights is inequitable. This reinforces the situation and the feeling of exclusion of pastoralist populations, an issue central to explaining, preventing and resolving conflicts in the Sahel. States are falling short of ensuring that population groups have equal access to services, governance, administration (particularly land), justice and security, within the framework of an impartial state. Exclusion hits youth and women pastoralists even harder, because for these groups access to opportunities for skills training and investment is extremely limited.

**17. Women in pastoral communities have limited access to productive resources and services and are systematically disadvantaged compared to men** in accessing productive resources and services such as Veterinary Services, vaccination and extension services; livestock; credit; land; and water. Their low level of income and their social and legal status limit their access to specific avenues for income in pastoral communities further compounded by the burden of domestic and productive (unpaid) activities. Limited efforts have been deployed so far promote time saving technologies adapted to women in pastoral areas. Women also suffer from low human capital due to high illiteracy rates (including financial and digital literacy) and limited access to training and information. They have limited livestock marketing activities, focused mainly on milk sales.

**18. National and regional institutions have limited capacities to monitor the sector outcomes and needs, including when pastoral crisis occur.** The quality of the data and analyses produced is insufficient to feed into policy processes as well as to solidly underpin the enabling role that public institutions may

<sup>28</sup> <https://blogs.worldbank.org/opendata/monitoring-impact-covid-19-and-climate-change-pastoral-populations-sahel> and [https://www.maroobe.com/images/DOCS/Bulletin\\_Mensuel\\_Suivi\\_Covid\\_Juin.pdf](https://www.maroobe.com/images/DOCS/Bulletin_Mensuel_Suivi_Covid_Juin.pdf)



have towards pastoralism. There is a chronic shortage of qualified people -especially young people- capable of intervening in support of pastoralism. Capacity building processes also concern the accelerated appropriation of digital technologies by public institutions for improved service delivery relevant to pastoral systems and sector monitoring. Prevention and response mechanisms to crisis affecting pastoral livestock have yet to be genuinely embedded into national (and potentially regional) systems rather than being supported by time bound externally funded projects.

**Table 1. Governance related gaps identified**

<b>Policy related gaps</b>
Lack of common vision of sustainable livestock development pathways in the West Africa region, and lack of a coordinated approach to regional movements and trade
Lack of harmonization and coordination of regional animal health-related policies and strategies
National and regional pastoral hydraulic strategies nonexistent or needing revamping
Pastoralists' voice and inclusion in policy and regulatory processes poor
Shortage of qualified human resources in the public and private sectors capable of supporting pastoralism/pastoralists
Unclear definition of institutional roles and responsibilities from central to local level, and limited cross-sectoral collaboration and planning
Crisis prevention and management systems loosely institutionalized and reliant on externally funded projects
<b>Implementation related gaps</b>
Weaknesses of the Veterinary Services (public and private), as highlighted by the OIE Performance of Veterinary Services (PVS) evaluations, in terms of human, technical and financial capacities
Insufficient capacity of the States to deliver public interventions coordinated with the communities on the required scale in order to peacefully regulate access to the essential natural resources (water and pasture)
Lack of appropriation of digital technologies by public institutions for improved service delivery to pastoral systems
Insufficient quality and quantity of data and analysis produced related to the livestock (including pastoral systems) sector
Incomplete enforcement of existing regional policy framework. Persistent barriers to livestock mobility
Informal taxation practices hampering the expansion of the livestock trade. Regional trade regulations on live animals and animal products not always consistent among countries nor well respected
Lack of inclusivity of social protection, safety nets mechanisms and civil registers

*Regional challenges require coordinated regional interventions.*

**19. The problems that need to be tackled are for a large part regional in nature and require a strong political commitment, a shared vision, and well coordinated approach and investments.** The Nouakchott Declaration on Pastoralism adopted in October 2013 embodies this strong political will and recognizes that there is a profound need for well-coordinated interventions that address pastoralism issues at the regional level. It followed the N'Djamena Declaration on the Contribution of Pastoral Livestock to the Security and Development of the Sahelian Region, adopted in May 2013.<sup>29</sup> The key development challenges faced by pastoralism requiring coordinated, long term regional interventions to address regional public goods that were highlighted in these Declarations fall essentially under the following

<sup>29</sup> The N'Djamena Declaration defined the priorities for a policy of support to regional pastoralism, closely linking development and security issues. This Declaration also recognized the critical role pastoralists can play in maintaining stability in the Sahel region.



pillars: (i) improved animal health services and preventing transboundary diseases, (ii) peaceful access to well managed water and feed resources across borders, (iii) regional trade, markets and value chains development, and (iv) pastoral crisis prevention. Tackling these challenges requires coordinated approaches and mutualized efforts, backed by capacitated regional organizations able to catalyze regional dialogue on major regional public strategies and policies, and establish an enabling environment towards greater regional integration.

**20. The launching of the first phase of PRAPS (PRAPS-1, 2015-2021) stemmed directly from the Nouakchott Declaration. PRAPS-1 is currently delivering an action program encompassing institutional supports, policy reforms, and investments**, managed by the Permanent Interstate Committee for Drought Control in the Sahel (CILSS) under the political leadership of the West African Economic Monetary Union (WAEMU)/ Economic Community of West African States (ECOWAS). The project has already delivered significant, yet uneven results among countries under these four pillars, piloting new approaches, tools, and methodologies; and starting to fill major investments -including infrastructure-gaps.

**21. While important steps have been taken with PRAPS-1 which have demonstrated their relevance and impacts on communities, current circumstances in the region call for a scaled-up response to produce a more resilient and innovative pastoralism.** Scaling up is needed in view notably of the increased social and political unrest, increased risks of localized conflicts linked to competition over natural resources, deepened regional insecurity linked to armed and extremists' groups<sup>30</sup>, accelerated climate change and COVID-19 impact. There is a need for an effective policy response to significantly increase opportunities by enabling pastoralist households (including youth) and targeting women as key actors in community resilience to "step up" (supporting pastoralist access adequate services, input and output markets that allow them to engage as effective actors within emerging markets and value chains), "step out" (providing opportunities for livelihood options that go beyond the pastoralist sector through

**Box 1. Selected key results achieved under PRAPS-1 (as of December 2020)**

- More than 2.3 million pastoralists and agro-pastoralists have benefited from the activities of the Project.
- More than 5.5 million hectares (Ha) have been brought under sustainable landscape management through the adoption of multi-actors management agreements such as the "*Chartes pastorales*", and the initiation of their implementation including the peaceful, managed access, restoration of degraded land, and the protection against bush fires among others.
- Critical infrastructure has been built or rehabilitated including 116 veterinary units in pastoral and transborder areas, 282 vaccination pens, 256 water points, 69 live animal markets in strategic transhumance and trade routes.
- Community engagement ("social engineering") approach has been mainstreamed using specifically designed tools for pastoral infrastructure to prevent future conflicts and increase sustainability (in particular around water points and markets).
- All Veterinary Services have developed and initiated the implementation of national strategic plans for the control of CBPP and PPR, including through trainings, procurement of quality certified vaccines, vaccination campaigns, epidemiological surveillance surveys, among others, increasingly using digital technologies (KBT).

<sup>30</sup>Faced with the presence of armed groups, pastoralists move in larger groups, change their migration routes, reduce transhumance to a minimum, or arm themselves. All these strategies have negative effects on the well-being of their herds and their relations with the sedentary population. Impoverished young pastoralists have also become perpetrators of violence.



skills development and small-scale financing to support emerging economic sectors) and “hang in” (targeting the most vulnerable through interventions that provide opportunities for pastoralist to move towards food and nutritional security and begin to generate incomes through livestock as well as non-livestock based activities).<sup>31</sup>

**22. There is a large potential to further enhance the ability of pastoral systems in the Sahel to generate social, economic and environmental benefits and contribute to peace and stability.** Building on these initial achievements and lessons learned from PRAPS-1, as well as recent knowledge and analytics, PRAPS-2 will keep its holistic approach to address the cross-sectoral, intertwined dimensions of resilience, further expanding its geographic and thematic scale and scope. This second phase will in particular: (i) place a greater emphasis on regional and national institutional capacity, including strategies, regulations, governance mechanisms, tools and data supporting regional integration (all components); (ii) enhance cross border/regional collaboration and agreements to facilitate the safe regional movements (transhumance and trade) of livestock (components 1, 2, 3); (iii) pursue ambitious goals to strengthen Veterinary Services’ performance (component 1); (iv) increase the available grazing area through strategic investments (water points, management schemes) (component 2); offer new instruments (matching-grants) to stimulate the private sector’s engagement and support the development and adoption of innovations in value chains ventures (component 3); (v) include new interventions on social and economic inclusion, and target more specifically women and youth (component 4 mainly, plus specific attention to women and youth across components); and (vi) embrace new opportunities offered by the rapid development of digital technologies across all components and dimensions addressed. By further supporting the mutually beneficial strengthening of animal health systems<sup>32</sup> jointly with the improvement of ecosystems health, PRAPS-2 will also embrace the One Health approach. The Project will synergize with a growing portfolio of investments from the World Bank (WB) and other partners in the Sahel to leverage respective strength and increase impact on the ground.

### C. Proposed Development Objective(s)

#### Development Objective(s) (From PAD)

The Project Development Objective (PDO) is to “To improve the resilience of pastoralists and agro-pastoralists in selected areas in the Sahel region”.

23. As defined by the United Nation Food and Agriculture Organization (FAO), the resilience of a household depends primarily on the options available for making a living<sup>33</sup>. In the context of PRAPS-2, the

<sup>31</sup> The study *Confronting Droughts in Africa Dryland* (2016) establishes the rationale for pastoral households to diversify their sources of revenues and for some members to exit the sector (<https://openknowledge.worldbank.org/handle/10986/23576>)

<sup>32</sup> Veterinary Services also work collaboratively with Human Health Services under the WB funded Regional Disease Surveillance Systems Enhancement Program in West Africa (REDISSE) fostering a One Health approach.

<sup>33</sup> Livelihood resilience is defined by FAO as: "The ability to prevent disasters and crises as well as to anticipate, absorb, accommodate or recover from them in a timely, efficient and sustainable manner. This includes protecting, restoring and improving livelihoods systems in the face of threats that impact agriculture, nutrition, food security and food safety." (<http://www.fao.org/emergencies/how-we-work/resilience/en>). In other words, resilience is the ability of people, communities or systems that are confronted by disasters or crises to withstand damage and to recover rapidly. Making a living includes access to assets, public services and social safety nets, income-generating activities (from Food Security Information for Decision Making, Measuring Resilience: a Concept Note on the Resilience Tool. EC-FAO Program on “Linking Information and Decision Making to Improve Food Security”).



resilience of (agro)pastoralists is determined primarily by (i) sustained and maintained assets (livestock); (ii) sustained and maintained ecosystems; and (iii) sustained and maintained means of making a living and generating income.

#### Key Results

24. The PDO-level indicators include:

- (i) Vaccination coverage for Contagious Bovine Pleuropneumonia (CBPP) (percentage, by country and regional level)
- (ii) Animals vaccinated and marked for Small Ruminant Plague (PPR) (number, by country and regional level)
- (iii) Area brought under sustainable landscape management thanks to the Project (hectares, by country and regional level) (corporate indicator)
- (iv) Increase in households' revenues generated with the support of the Project (percentage, by country)

#### D. Project Description

1. **PRAPS-2 will be solidly anchored on the foundations of PRAPS-1.** Similar to its parent Project, it will be developed around five technical components, adjusted to take in additional areas of focus, deemed important to address in a holistic manner some of the core drivers affecting resilience of (agro)pastoral populations. It will be implemented over a six-year period. Each component will include complementary country and regional level activities, conforming to the principle of subsidiarity of interventions between regional and national levels. Institutional capacity building will be supported across components and activities to create an enabling environment to govern the sector in an economically, socially, and environmentally sustainable manner. The preparation of the project has relied extensively on the WB/FAO Sustainable Livestock Guide.<sup>34</sup>

2. **Regional spill-over impact of PRAPS-2 interventions.** Owing to the very nature of (agro)pastoral systems depending on access to natural resources spreading across countries thereby adapting to climate variability and seasonality of resources, and regional markets outlets (mainly coastal countries), being vulnerable to contagious (also called "transboundary") diseases, PRAPS-2 interventions will allow, through a combination of national level investments coordinated and supported by regional institutions' interventions, to generate benefits felt beyond these individual countries (regional public goods): lower animal health risks for countries of transit/destination hence protection of the regional livestock capital, lower competition over natural resources hence reduced risks of land degradation and conflicts, facilitated trade hence greater economic gains, and regional stability. The Project will play a major role in forging essential cross-sectoral and cross-border collaborations, and ensuring synergies and complementarity of investments with other ongoing and planned interventions, geographically and thematically.

3. **PRAPS-2 will prioritize geographic areas according to several principles:** (i) consolidating achievements of PRAPS-1, namely in terms of implementation of natural resources and infrastructure governance mechanisms; (ii) reinforcing spatial coherence and clustering along key livestock mobility routes to increase synergies among interventions and avoid the dispersion of investments; and (iii)

<sup>34</sup> <https://www.sustainablelivestockguide.org/project-in-formulation>



supporting cross-border cooperation and dialogue in the sub-region to tackle cross-border transhumance, regional trade and planning along selected strategic livestock trade routes. Some interventions will be implemented nationwide, such as those related to animal health, social inclusion and institutional capacity building.

**4. Climate resilience.** Owing to the high sensitivity to climate of (agro)pastoral systems and the millions of vulnerable people that derive their livelihood from them, PRAPS-2 interventions will directly contribute to build climate resilience. All activities will support adaptation to climate, e.g. through (i) enhanced animal health to increase the resistance of animals to climate stress; (ii) enhanced feeding through improved governance and management of pastoral lands enabling pastoral mobility and access to new grazing areas, restoration of degraded rangelands, reduced water stress, increased availability of and access to cultivated fodder to complement supply from rangelands and pastoral ecosystems; (iii) enhanced and more diversified sources of revenues through climate smart investments along value chains and alternative livelihoods options to weather climate-related shocks; (iv) improved data, knowledge, skills, strategies and awareness of key stakeholders to take climate informed/adapted decisions. Some interventions will also contribute to climate mitigation, including but not limited to, carbon sequestration over millions of ha of rangelands; improved feed efficiency; and energy efficient infrastructure.

**5. Maximizing Finance for Development (MFD).** PRAPS-2 aims to develop competitive regional agropastoral livestock value chains and has various activities which are highly relevant to the MFD agenda. The WB financing under the Project will focus on addressing market failures and providing public goods that are currently not being met by public or private actors. Project investments will strengthen: (i) public (and private) animal health services, and access to feed and water, thereby increasing the supply of healthy animal products entering value chains; and (ii) the generation and dissemination of knowledge and information (notably on price and numbers of traded animals) and on risks (pastoral early warning systems). It will enhance market intelligence and knowledge about regional value chains by financing prospective studies on the supply and demand for quality animal products in the sub-region and propose investment roadmaps for the development of the livestock sector (component 5). The latter will contribute to the development of strategies for the establishment of key livestock infrastructures at cross-border and regional levels. PRAPS-2 investments will also improve the business environment for private actors to engage at all levels of animal products value chains including (i) the definition of effective regional trade policies for livestock and livestock products in a more inclusive manner, and (ii) the implementation of the existing agro-sylvo-pastoral codes. Matching Grants (MG) will provide incentives in the targeted value chains for the private sector to increase their engagement in inclusive business models that improve linkages among smallholders and small enterprises. These private solutions will have enough scale and sustainability to make a lasting impact. The Project will also contribute to remove some of the constraints that have prevented a more substantive participation of commercial sources of financing into livestock value chains such as low levels of financial literacy, which will be enhanced through the technical assistance mobilized in support to the preparation of sub-projects. Leveraging private finance livestock related business will be also achieved by requiring the MG beneficiaries to self-finance or use bank loans to cover a percentage of the eligible investment costs. The MG scheme will absorb part of the risk associated to develop the value chain and establish private agro-processing and marketing operations.

**Component 1: Animal health improvement and veterinary medicines control (indicative US\$ 125.3 million)**



6. The main outcome of this component will be to increase the capacity of Veterinary Services (VS), in order to protect namely large and small ruminants' herds against *Peste des Petits Ruminants* (PPR) and Contagious Bovine Pleuropneumonia (CBPP), two transboundary animal diseases that cause major losses throughout the region. The Project will pursue investments initiated under PRAPS-1 to establish more robust animal health systems in the beneficiary countries (sub-component 1.1), finance vaccination and surveillance campaigns primarily targeting PPR and CBPP (sub-component 1.2), and support the control of veterinary medicinal products (VMP) quality (sub-component 1.3). Due to the highly contagious nature of the concerned priority diseases and the public health relevance of VMP misuse and antimicrobial resistance (AMR), this component will be implemented throughout the beneficiary countries, while critical infrastructure upgrading (veterinary posts, vaccination pens) will focus primarily on underserved pastoral areas. Enhancing animal health is a key adaptation strategy to climate change, as decreased disease prevalence makes animals more resistant to climate stresses such as extreme heat and droughts. By improving VS capacity, reducing mortality and bringing endemic, production-limiting diseases under control, this component will contribute to animal and herd productivity improvements, reduce emission intensities and contribute to climate change mitigation. Better performing VS will also allow to better prevent other critical diseases, including those that are climate sensitive and/or other public threats (zoonoses).

**7. Sub-component 1.1: Strengthening capacity of National Veterinary Services.** To strengthen VS capacity to perform their core public good mandate (primarily to prevent and control contagious animal diseases), benefiting all herders including particularly pastoralists and agro-pastoralists, the Project will: (i) support VS workforce development through (a) the regular update of VS training plans based on human resources' gaps identified ; (b) the contribution to implementation of these plans, including sponsorships of veterinary Masters and Doctorates, as well as continuing education programs, and supporting the establishment of private veterinary clinics to provide animal health care services in strategic areas ; (ii) upgrade essential infrastructure and equipment for VS, in particular field veterinary units, border inspection posts and vaccination pens ; and (iii) improve the management of staff and material resources, as well as disease information and data collection and analysis, by strengthening and maintaining digital databases and tools, using KoboToolbox (KBT) in particular.

**8. Sub-component 1.2: Support to harmonized surveillance and control of priority animal diseases.** To intensify the fight initiated under PRAPS-1 against CBPP and PPR, the Project will support: (i) the regular updating of national strategic plans (NSP) against these diseases in line with global and regional strategies, and based on respective countries capacities and financing available; (ii) the co-financing of nation-wide mass vaccination campaigns and surveillance programs based on these NSPs to reach the highest possible level of protection of the livestock population against these diseases ; and (iii) surveillance and capacity building programs for selected other important transboundary animal diseases, including climate sensitive and zoonotic diseases such as Rift Valley fever (RVF) and foot and mouth disease (FMD).

**9. Sub-component 1.3: Support to control of veterinary medicines.** To help address the growing concern over the misuse of VMP, in particular antimicrobials, with wide ranging negative health (animal and human) and economic impacts, the Project will: (i) support the elaboration or improvement, and initial implementation of NSPs on VMP as well as national action plans on antimicrobials) consistent with the global the World Health Organization (WHO)/FAO/OIE strategy; and (ii) contribute to the financing of surveillance and monitoring plans implementation on veterinary medicinal products quality and AMR (in slaughterhouses, markets, etc.), as well as the establishment of more regular inspection campaigns to



reduce illegal sale of VMP, a domain almost unchecked so far. These plans will include extensive communication activities to increase the general population awareness (herders in particular).

10. At the regional level, the component will support two main types of activities, related to the three sub-components implemented by the VS: (i) animal health management (implemented by the ECOWAS Regional Animal Health Center (RAHC)); and (ii) targeted technical assistance and training to support PRAPS-2 beneficiary countries in implementing their activities (implemented by OIE). Under (i), PRAPS-2 will support strategic regional activities including veterinary networks on laboratory and epidemiological surveillance aimed at standardizing and harmonizing procedures in the ECOWAS region; cross-border priority diseases control coordination; the functioning of the Regional Veterinary Committee guiding decisions on regional policies and strategies; harmonization of regulations for cross-border trade of livestock; monitoring of existing regional VMP regulations implementation (namely WAEMU's); and supporting the strengthening of regional reference institutions such as the Inter-State School of Veterinary Science and Medicine in Dakar (EISMV). Under (ii), PRAPS-2 will provide targeted support to PRAPS-2 countries to ensure a more efficient planning, implementation and monitoring of the PNS for the two priority diseases, as well as VMP, scaling up the use of KBT, among other tools to enhance the performance of VS.

#### **Component 2: Sustainable landscape management and governance enhancement (US\$ 74.3 million)**

11. The main outcome of this component will be to increase the areas under sustainable landscape management and to strengthen the governance of pastoral lands and livestock mobility in compliance with agro-sylvo-pastoral laws. Building on the legacy of PRAPS-1, the Project will work to further secure mobility and enhance access to natural resources (sub-component 2.1), finance the construction, rehabilitation and sustainable management of essential water infrastructure (sub-component 2.2), and support fodder production (sub-component 3.3). These activities will enhance the resilience of pastoralists to climate risks. In addition, they will contribute to improve grazing management and enhance livestock productivity, hence improving soil carbon sequestration and reducing livestock emission intensities for climate change mitigation and help to provide additional ecosystem services. To the extent possible, the Project will invest along well-targeted transhumance routes and key livestock mobility corridors at local, national and cross-border levels, in order to ensure the geographic concentration of activities and enable dialogue between adjacent cross-border communities for a peaceful transhumance and use of resources.

**12. Sub-component 2.1: Access to natural resources and sustainable landscape management.** PRAPS-2 will strengthen the capacity of institutional stakeholders to develop multi-sectoral strategies at national and local levels for sustainably managing pastoral resources. Concomitantly, activities will be financed to improve the governance of pastoral lands, pastoral mobility (hence pastoralists' adaptation to climate change) and access to new grazing areas, making more natural forage available, which is key to the adaptation and resilience of pastoral systems. They include: (i) establishing community-driven landscape management and transhumance management mechanisms, such as pastoral agreements at the level of local and cross-border mobility routes; (ii) developing the capacity of decentralized land management authorities and transhumance committees, (iii) physically delineating transhumance tracks and rest areas; and (iv) establishing local conflict management and prevention committees. The Project will also support sustainable landscapes management (SLM) activities to protect, develop and regenerate pastoral ecosystems, especially those affected due to climate change. Interventions will be developed on sites to restore the quality of pastures, rehabilitate degraded rangelands, maintain and improve soil fertility,



increase biodiversity and enhance the sequestration of soil organic carbon.<sup>35</sup> To support pastoralists during their mobility phase, and for pastoral institutions to improve their service provision, the Project will promote digital information services for accessing real-time data on pastoral resources and meteorology, as well as technical advisory on herd-management.

13. The regional component will facilitate analytical work, as well as dialogue for peaceful and more fluid regional mobility including for transhumance between decentralized authorities and representatives of pastoralists from both sides of borders to enhance land use planning processes, negotiate transhumance reception zones and agree on transhumance calendars. It will also finance the strengthening of the Regional Pastoral Information System (SRIP) to provide relevant information to key stakeholders, facilitating a peaceful cross-border transhumance.

**14. Sub-component 2.2: Sustainable management of infrastructure for access to water.** To ensure the sustainable access of pastoralists to new grazing areas and forage resources, and to improve adaptive capacity to climate change through reduced water stress and a larger area of rangelands available, the Project will finance the construction of pastoral water points in rangelands with no or limited access to water, using the social engineering approach promoted by PRAPS-1. The main activities supported will be the design, construction or rehabilitation of wells, boreholes and their surface equipment (drinking troughs), as well as surface water structures such as ponds, water pans/reservoirs and riverbanks. The Project will support the setting up and capacity development of water-user management committees established on the basis of studies including social engineering approach to determine the conditions best adapted to each context to avoid conflicts linked to water infrastructure assets, and ensure their sustainable management. In line with the Sustainable Livestock Guidelines,<sup>36</sup> the Project will promote manure, nutrients and waste management around pastoral water points in order to reduce methane and other greenhouse gas emissions (GHG) and contribute to climate change mitigation.

15. The regional component will further support the review and/or finalization of national pastoral hydraulic strategies and the preparation of a regional pastoral hydraulic strategy in order to better identify investment opportunities for PRAPS-2 (and beyond). It will promote knowledge exchanges and innovations in the management and maintenance of water infrastructures.

**16. Sub-component 2.3: Fodder production.** Under this sub-component, the Project will aim at increasing the availability of and access to cultivated fodder to complement supply from rangelands and pastures, and at improving livestock feeding practices, thereby increasing resilience to climate change during the dry season and periods of climatic shocks. The Project will finance technical and socio-economic feasibility studies to determine the most appropriate crops, production systems and agro-ecological techniques for fodder production in each participating country. Studies assessing the impact and sustainability of previous fodder interventions in pastoral areas and their distribution to (agro)pastoralists will be financed. On this basis, the Project will support: (i) the development and equipment of fodder production sites, (ii) the climate-proof construction and operationalization of fodder storage warehouses, and (iii) experiential and participatory farmer trainings, e.g., through agro-pastoral field schools on practices for fodder production using agro-ecological techniques, and improved livestock feeding practices (hence contributing to adaptation as well as reducing enteric methane emissions). Climate-proofing will be

<sup>35</sup> In line with the joint World Bank-WOCAT guidelines done under TerrAfrica Partnership in 2019 on Sustainable Rangeland Management in Africa. <https://www.wocat.net/library/media/174/>

<sup>36</sup> <https://www.sustainablelivestockguide.org/project-in-formulation>



informed by climate and weather data and documented impacts of climate change on the infrastructure. Gaps in climate adaptation measures (past and present) will be assessed with a view to identifying adaptation planning for the future. As a complementary activity, sub-component 3.3 will finance feed production, transformation and storage for private entrepreneurs supporting the feed value-chain through matching grant schemes. During implementation, the Project will work closely with POs involved in fodder and animal feed production.

17. Under the regional component, the Project will mainly support countries in institutionalizing and building their capacity to better measure feed availability (including forage and fodder), based on the improved feed balance methodology and guidelines developed by FAO. Feed balance will be used by countries as a prospective tool to assess feed resources -including forages and fodder- based on satellite and field data, to compare them to the needs of livestock and to anticipate and address deficits. It will enhance feed investment planning and targeting under the above two sub-components<sup>37</sup> and contribute to the improvement of pastoral communities' resilience, more particularly during the dry season.

#### **Component 3: Livestock value chains improvement (US\$ 54.9 million)**

18. The outcome of this component will be to improve pastoral livestock VCs, facilitate regional livestock trade, and support regional market integration. Building on the achievements of PRAPS-1, the Project will further fill gaps in strategic market infrastructure along regional trade routes (SC 3.1), strengthen the capacities of national and regional POs (SC 3.2) and support innovative solutions for livestock value chains development through sub-projects financing (SC 3.3). Activities under SC 3.1 and SC 3.3 will be prioritized along key regional trade routes<sup>38</sup> where animals convoyed by foot cross the borders to supply a growing demand from coastal countries markets.

19. **Sub-component 3.1: Strategic market infrastructure development for regional trade.** The Project will rehabilitate and/or construct market infrastructures (livestock markets, rest areas) along strategic regional trade routes and establish sound governance mechanisms, also using social engineering approaches as under C2.2. These will enhance the resilience of pastoralists and herds to climate change, by providing shade, water and feed. These small infrastructures, apart from being climate adapted, will inherently have low emissions, though efforts will be made to also further reduce emissions when possible through energy efficiency and use of renewables. Based on PRAPS-1 achievements on market information systems, the Project will expand their scope and digitization, as well as increase the user base by incorporating new features (e.g. on animal feeds prices) and connecting them with other digital information solutions (see component 2). Implementation will involve the ministries in charge of livestock, in partnership with local authorities and municipalities. POs and their federations will also be closely associated through the social engineering approach used under PRAPS-1.

20. Concomitantly, the regional component will play a facilitation role on issues related to cross-border trade, enhancing marker intelligence and knowledge. It will support the enhanced collection and monitoring of regional trade flows and barriers to trade<sup>39</sup> for pastoral products; carry out prospective studies on the supply and demand of livestock products as well as competitiveness of these value chains in the sub-region; support the enhancement and sustainability of market information systems for livestock

<sup>37</sup> Feed balances are also essential tools for early warning systems and Climate adaptation (see component 5).

<sup>38</sup> A regional study, which is on-going with the support of CIRAD, will further improve the mapping of regional trade and transhumance routes.

<sup>39</sup> In complementarity with the FARM-TRAC (Family Farming, Regional Markets and Cross-Border Trade Corridors) project managed by CILSS



(SIM-B). In relation with Component 5, it will also contribute to joint market assessments for agro-pastoral products in the CILSS / ECOWAS area.

**21. Sub-component 3.2: Capacity development of national and regional pastoral producers' organizations.** The Project will carry out a participatory assessment of pastoral POs capacity to carry out their mandate effectively. This assessment will be used to prepare strategic action plans to be co-financed by PRAPS-2. Activities to be financed include support on: (i) organizational management and governance (including closing the gender gap in POs governance structures); (ii) business management; (iii) understanding of climate change and risks related to livestock, as well as adaptive measures and low carbon strategies; (iv) policy dialogue and engagement in the formulation of strategies and regulations, including on animal health, access to and protection of pastoral resources, and trade; (v) peaceful transhumance and conflict resolution; and (vi) marketing/ commercialization of feed and livestock products. POs will also be sensitized on the importance of carrying nutritional awareness programs within pastoral communities (including nutrition education and behavior change communication). The Project will also promote the use of digital finance solutions (e.g. mobile money) by POs, to lower the cost of monetary transactions and improve financial inclusion.

22. The regional component will strengthen the capacity of regional and apex POs to play a more active role in the facilitation of regional trade, in collaboration with other regional programs from ECOWAS, WAEMU, and CILSS. More specifically, activities will aim at improving knowledge of regulations, providing communication platforms using digital technologies, supporting transborder concertation meetings with authorities, and the collection of relevant data to support advocacy. Exchanges with other regions will also be supported for experience sharing and cross-fertilization.

**23. Sub-component 3.3: Value-chain development and sub-project financing.** This sub-component will aim to increase productivity and commercialization of livestock products by POs and private investors by: (i) improving their access to inputs, equipment, productive infrastructure and technical assistance, and (ii) increasing their linkages with national and regional markets. These will further increase the income of pastoralists, hence their resilience to climate-related and other shocks. A set of criteria will be developed to encourage the selection of sub-projects: prioritizing climate-smart livestock and agriculture investments (both on adaptation and mitigation), contributing to positive environmental externalities, promoting the local provision of productive services, contributing to improved human nutrition. Critical climate interventions to strengthen resilience with climate mitigation co-benefits will include: (i) diversification, that is inclusion of a wider set of options to increase pastoralists' livelihood, agropastoral and environmental management portfolios as a risk management strategy; (ii) enhancing robustness through specific interventions to make key stages of the value chain more climate-resilient in ways that bring livelihood and resilience benefits to pastoralists; and (iii) improving supply chain efficiencies through measures such as waste reduction and inventory management that increase efficiency, deliver higher profitability, and hence higher adaptive capacity to pastoralists in the value chain, and generate mitigation co-benefits.

24. Initiatives led by POs or private investors (with a specific attention to youth and women) will be financed through a matching grants scheme. The list of eligible sub-projects, approval mechanisms and criteria (including climate change considerations) will be described in the countries' Project Implementation Manuals (PIM). The Project will finance public information campaigns, calls for proposals, coaching on business plan preparation and technical support during sub-project implementation. The Project will also contract business development service (BDS) providers to support the preparation and implementation of sub-projects. Examples of sub-projects include: (i) feed (including cultivated fodder)



production, (ii) hides and skins processing, (iii) red meat processing, (iv) milk collection and processing, (iv) small ruminants fattening, and (v) climate-smart initiatives (e.g. improved manure management and biogas production); often using solar systems as main source of energy. In an effort to make livestock value-chains more inclusive, women and youth (young women in particular) will be specifically supported and get priority access to business development opportunities. Climate adaptation and resilience building will be an integral part of the technical assistance to POs and private investors during sub-project implementation.

25. In complementarity with sub-component 3.1, the regional component (led by CILSS) will support the harmonization of feed quality standards in the region through an analytical study.

#### **Component 4: Social and economic inclusion improvement, women and youth (US\$ 47.1 million)**

26. The outcome of this component will be to increase resilience by improving the socio-economic inclusion of pastoralists, in particular for women and youth. PRAPS-1 successfully delivered a series of supports including improved access to skills training and technical and vocational training, as well as direct support in the form of income-generating activities. The Project will provide continuity to these interventions by further enhancing the access to technical and vocational training (SC 4.1) as well as income generating activities (SC 4.3) while refocusing on a more structured targeting of young people and women. This second phase will also open a new area of work that will promote the inclusion of pastoral populations in social and civil registries (SC 4.2).

**27. Sub-component 4.1: Access to vocational and technical Training.** The sub-component will specifically target vulnerable women<sup>40</sup> and youth<sup>41</sup> from pastoral households and support their social and economic insertion, addressing their particular vulnerability to climate change and enhancing their resilience to any future shocks. It will particularly aim to enhance the understanding of key climate risks, as well as equip beneficiaries with the necessary skills towards the use of climate smart agropastoral options. The Project will finance and deliver a mix of the following services, depending on the respective needs of the two groups (youth and women): (i) technical training ; (ii) functional literacy training including awareness of climate change and intervention measures to reduce impacts, and digital literacy; (iii) counseling and mentoring; and (iv) business and life skills training to prepare for income-generating activities, including basic financial literacy (IGAs). Participating training centers will also receive funding to adapt the delivery of their offered trainings to the specific circumstances of the targeted communities. The economic inclusion program will aim to close existing gender and age gaps. It is expected that at the regional level, at least 80 percent of beneficiaries will be women, and 100 percent young (out of which at least 50% belonging to the 18-24 age group).

28. At the regional level, CILSS will mobilize regional specialized stakeholders directly positioned on the subject of vocational training<sup>42</sup> allowing PRAPS-2 participating countries to receive tailored technical assistance, and experiences and lessons learned from PRAPS-2 to be adequately documented and disseminated.

**29. Sub-component 4.2: Improved access to social and civil registries.** Better access to social registries and programs as well as civil registries and rights remains a strong demand of pastoralists' organizations

<sup>40</sup> Where possible, the Project will make use of the social registry to check the eligibility of youth and women applicants

<sup>41</sup> Defined as young adults between 18 and 35 or 40 years of age, with a particular focus on the 18-24

<sup>42</sup> Platform of expertise in vocational training: Pefop. <https://pefop.iiep.unesco.org/>



in the Sahel region, and are necessary to enhance climate resilience. The social and civil registries will be used to target climate resilience interventions such as cash transfers to those vulnerable to climate change risks, early warning systems for climate-related disasters, implementation of livelihood support/diversification initiatives, and awareness raising and behavior-change initiatives to prevent climate change related risks. The rapid consolidation of extensive social registries supported by the WB across the Sahel - as well as participation in the social transfer programs that rely on these registries - represents a key opportunity to strengthen the resilience of the most vulnerable pastoralists, but also assist in mitigations efforts through enhanced tracking of mitigation activities and traceability.

30. PRAPS-2 will finance activities designed to advance the registration of (agro)pastoralists in social registries, working in partnership with the relevant administrations and programs, for their extension to pastoral areas, and it will promote the inclusion of households comprising vulnerable pastoralists. The Project will finance: (i) initial studies in PRAPS-2 countries; (ii) technical assistance and process facilitation for the adaptation of Social Registries tools and methods; and (iii) costs of expanding social registries in select pastoral areas and reaching better inclusiveness. The Regional level (CILSS) will commission the initial diagnostic study on the inclusion of vulnerable pastoralist populations in the social registry.

31. The Project will also facilitate the registration process for pastoral populations into civil registries in 5 out of 6 PRAPS-2 countries.<sup>43</sup> PRAPS 2 will finance: (i) communication campaigns in pastoral areas centered on the importance of civil registration and practical steps and modalities to follow; (ii) mobilization of pastoral organizations for communication and community mobilization purposes, including in hard to reach areas; and (iii) operating expenditures for administrations in charge of civil registration.

32. At the regional level, CILSS will (i) support regional POs in their advocacy for the inclusion of pastoral populations in civil and social registries; and (ii) commission a capitalization report that will highlight achievements and best practices to making civil and social registries more inclusive.

**33. Sub-component 4.3: Income Generating Activities.** Self-employment including diversified income generation, remains one of the most secure and effective way of building climate resilience by ensuring more stable and increased incomes in pastoral areas. Under this sub-component, PRAPS 2 will expand opportunities offered to vulnerable women and youth, while taking advantage of the options opened by mobile technologies and the development of social registries. This component, while targeted to women and youth, will benefit mostly young women in all countries. It is expected that at the regional level, at least 75 percent of beneficiaries will be women, and 96 percent young.

34. Using a set of criteria that include climate considerations both on adaptation and mitigation, PRAPS-2 will finance a set of sub-projects interventions including: (i) local processes for selecting beneficiaries (exploring the possibilities of using social registries); (ii) the mobilization of field level mentorship including short technical training, assistance in the preparation of sub-projects, coaching, and psycho-social support (life skills); (iii) organizational support for Income Generating Activities (IGAs) with a collective dimension, as well as functional literacy training as needed. Each beneficiary will receive a small grant of an average amount of US\$ 450 to cover the initial start-up costs of the IGA. Eligible activities will be defined in the PIM and may cover investments related to e.g. fodder production, small-scale processing of milk, hides and skins, and other pastoral related products, with adaptation and mitigation co-benefits. Other criteria

<sup>43</sup> Mauritania being the exception and focusing on the sole social registry



for targeting interventions will include improved human nutrition, and scaling-up time saving technologies for tasks performed by women.

35. At the regional level, CILSS, funded by PRAPS-2, will carry out two main activities in relation to this sub-component : (i) commission a study estimating the sustainability and impacts (additional income) of IGAs supported by PRAPS-1 and PRAPS-2 for youth and women from pastoral areas ; and (ii) prepare a capitalization report on the achievements of PRAPS-2 in the development of IGAs for youth and women from pastoral areas.

**Component 5: Project coordination, institutional strengthening, crisis prevention and response (US\$ 73.3 million)**

36. This component will focus on all aspects of project management, including fiduciary management, safeguards, monitoring and evaluation (M&E), and communication (under SC 5.1). It will also support the development of institutional capacities, through adapted trainings, pastoral crisis prevention tools, and procedures, and it will fill important knowledge and data gaps at national and regional level (SC 5.2). Lastly, the Contingency Emergency Response Component (CERC) will allow countries to swiftly respond to eligible crisis or emergencies (SC 5.3).

**37. Sub-component 5.1: Project coordination.** As under PRAPS-1, CILSS will host the PRAPS Regional Project Coordination Unit (R-PCU) and coordinate the implementation of all components at regional level, including component 1 which will be implemented by RAHC and OIE. Line ministries responsible for implementing the Project in the beneficiary countries will each host a National Project Coordination Unit (N-PCU). This sub-component will support costs associated with the PCUs, including staff salaries, equipment, operating costs, monitoring and evaluation (M&E), procurement, financial management, social and environmental safeguards implementation, as well as communication activities. It will also support the operational costs of the Steering and Technical Committees.

38. As part of its overall coordination role, R-PCU will provide oversight and guidance to N-PCUs operations, support selected M&E activities in order to harmonize approaches, review and consolidate country M&E data, monitor safeguards' implementation issues in countries, support and monitor progress on implementation of gender related activities, advise on activity planning and identify needs for support to countries. Beyond their regular missions in PRAPS-2 countries, regional staff will participate as observers in WB implementation support missions in countries.

**39. Sub-component 5.2: Institutional strengthening.** Under this sub-component, PRAPS-2 will support both countries and the regional institutions' capacities to perform their mandate and fill critical skills, data and knowledge gaps to develop sound policies and strategies related to (agro)pastoral livestock at national and regional levels, complementing other capacity building interventions included in each component. It will also further strengthen pastoral crisis preparedness.

40. Under this sub-component, PRAPS-2 will support young professionals to pursue master's degrees on pastoralism (developed under PRAPS-1 at CILSS/Agrhyemet CRA), and undertake relevant PhD research linked to the various components of the Project (including on climate change mitigation and adaptation), in order to prepare a new generation of young experts equipped to further support the development of pastoralism in the region for many years to come.

41. The Project will also finance a series of technical and analytical studies, using global reference tools, such as the Livestock Sector Investment and Policy Toolkit (LSIPT, used to develop livestock master plans and sector analysis), the Global Livestock Environmental Assessment Model-interactive (GLEAM-i, to



estimate the environmental footprint of livestock investments), the FAO improved feed balance methodology (which includes the use of available satellite data to estimate feed availability), building expertise within CILSS and in countries. In relation to these studies, more data and knowledge will be generated on social, economic and ecological importance of pastoralism at national and regional levels, which will be disseminated widely and help guide and calibrate future strategies and investments (including to support the development of livestock sector investment roadmaps or livestock master plans). Capacity development to countries (including Ministries of Livestock) and regional institutions on the use of these reference tools will be financed.

42. Finally, the Project will further strengthen early warning systems and pastoral crisis prevention activities initiated under PRAPS-1, linked to climate stresses (especially droughts) on pastoral systems, allowing to plan for adaptive responses. PRAPS-2 will contribute to finance the collection of harmonized data in countries on pastoral related indicators, and their integration in the framework of the "*Cadre Harmonisé (CH)*" used as a reference on crisis prevention in the region and bulletins; trainings of Committee members on management of pastoral crises; and learning and knowledge sharing events on pastoralism during CH annual meetings. To better prepare for pastoral crisis, the Project will also ensure that each country be equipped with a roster of accredited Livestock Emergency Guidelines and Standards (LEGS) experts, and contingency plans for pastoral crises including related to climatic events updated and improved to better target affected populations.

43. **Sub-component 5.3: Contingency emergency response.** The PIM prepared in each country will define operational procedures acceptable to the WB for implementing the CERC in the event of an eligible emergency or crisis. All CERC expenditures will comply with paragraphs 11, 12, and 13 of WB IPF Policy. They will be appraised and reviewed to determine if they are acceptable to the WB before any disbursement is made. Disbursements will be made against an approved list of goods, works, and services required to support pastoral crisis mitigation, response, recovery, and reconstruction. If this component is to be implemented based on the prevailing conditions defined in the Financing Agreement (FA), the due diligence on a positive list of CERC eligible activities will be assessed against those reported in the PIM to ascertain the coverage of CERC activities are included in the ESMF. No withdrawal shall be made under this component unless and until all safeguards' documents required for said activities are prepared and disclosed and any actions required to be taken under these safeguards' documents are fulfilled.

#### Legal Operational Policies

##### Triggered?

Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

#### Summary of Assessment of Environmental and Social Risks and Impacts

The environmental and social risks are substantial at this stage of the project as the activities will include construction of infrastructures. The Sahel is characterized by a regional fragility trap and is the social context with high fragility and numerous conflicts under which this project will be implemented.



## E. Implementation

### Institutional and Implementation Arrangements

25. PRAPS-2 institutional arrangements will essentially mirror those established under PRAPS-1 that proved effective during implementation and will allow for a smooth transition between these two phases. Based on the experience gained and weaknesses identified during the first phase, including those reflected in the fiduciary assessments, minor adjustments will be made in some countries. At the regional level, the Project will involve new entities (the RAHC and the Regional Agency for Agriculture and Food - ARAA) that will be involved under component 1. The transition process – specifically related to PCU staff reappointed and newly recruited - will be confirmed during negotiations.

26. The Project will operate at multiple levels : (i) countries will implement PRAPS-2 from central to local level, and have prepared respective Project documents detailing activities, budgets, and implementation arrangements ; and (ii) at the regional level, specialized institutions will implement regional activities with a dual purpose of supporting regional integration, extending beyond PRAPS-2 beneficiary countries, in accordance with their core mandates, as well as supporting the harmonization and improved quality of PRAPS-2 implementation in the six beneficiary countries. A regional Project document has also been prepared detailing activities, budgets, and implementation arrangements.

27. **Regional level.** Under the political leadership of and in agreement with ECOWAS and WAEMU, CILSS will retain the role of regional implementing agency, with primary responsibility for (i) regional coordination; (ii) implementation of activities in support to regional integration; as well as (iii) tailored technical assistance to beneficiary countries of PRAPS-2. CILSS will delegate the operational responsibility related to Component 1 to two specialized institutions with mandates on animal health : the RAHC will carry out activities related to regional integration, while the OIE will carry out tailored technical assistance to the six beneficiary countries, in continuity with the work initiated under PRAPS-1. Considering the absence of permanent fiduciary staff in RAHC and time required to establish such capacity, it was agreed that ARAA would support the RAHC by carrying out procurement and financial management for the activities implemented by the RAHC under this Project. CILSS will sign two agreements: (i) with ECOWAS (establishing roles and responsibilities of both RAHC and ARAA under the Project); (ii) as well as with the OIE.

28. Regional activities will be guided by the decisions of the current Regional Steering Committee (*RSC - Comité Régional de Pilotage*) for CILSS Projects and Programs to which the R-PCU will report, and under the aegis of the Regional Technical Committee (RTC). However, considering the specificities of Component 1, a dedicated RTC on animal health comprising other relevant specialized agencies and partners involved in animal health activities in the region will be established and held twice a year, ideally back to back with meetings of the Regional Veterinary Committee comprising all national Chief Veterinary Officers of the region, and supported by the Project as part of the regional integration activities. The composition of these different committees will be updated from PRAPS-1 and detailed in the PIM.

29. The R-PCU for PRAPS-2 will be set up, maintaining several staff from PRAPS-1, and recruiting additional specialists based on identified needs. It will be located in one of CILSS's institutions. RAHC and OIE staff in charge of PRAPS-2 technical implementation on animal health will be based in Bamako, Mali, while the fiduciary management of OIE and RAHC will be carried out respectively by OIE Headquarters (based in Paris, France) and ARAA (based in Lome, Togo). The R-PCU will be attached to the Regional Support



Program for Natural Resources Management, Climate Change (PRA/GRN-CC) of CILSS. The Management Support Unit - Administration, Finance and Accounting of CILSS will be responsible for managing the Project's funds. R-PCU will be staffed with specialists in charge of technical and fiduciary aspects, as well as support staff. To implement regional activities, the R-PCU will establish conventions with agencies<sup>44</sup> that will be entrusted with pre-identified roles and responsibilities over the Project lifetime, owing to their specific field of expertise and comparative advantages. R-PCU will interact with N-PCUs of PRAPS-2 beneficiary countries for planning, harmonization of approaches, provision of tailored technical assistance, monitoring and evaluation, communication and report purposes. N-PCUs will also contribute to shape the R-PCU program through their participation in the RTC.

30. Financial management. R-PCU will function with two Designated Accounts: (i) one to receive funds from the regional IDA grant that will finance primarily coordination activities as well as regional integration activities, and (ii) one to receive funds from PRAPS-2 beneficiary countries, each of which will allocate four percent (4%) of their PRAPS-2 budget to the R-PCU to finance primarily tailored technical assistance. As under PRAPS-1, a subsidiary agreement will be signed between CILSS and the respective PRAPS-2 beneficiary countries to that effect. To carry out PRAPS-2 regional activities under Component 1, CILSS will channel the Project funds to (i) ARAA, which will manage funds related to the implementation of RAHC activities under the Project ; and (ii) OIE, which will manage funds for its activities along the same principles as under PRAPS-1. CILSS accounts will be subject to internal and external audits.

31. Procurement. CILSS will carry out procurement for all regional activities except those related to Component 1 implemented by ARAA (for RAHC activities) and OIE, which conditions will be laid down in the respective agreements.

32. Reporting. The R-PCU will submit a consolidated six-monthly and annual technical reports, as well as six-monthly non audited intermediate financial reports (IFR) incorporating reports from RAHC/ARAA and OIE to the Bank. A financial external audit will be carried out annually.

33. **National level.** As under PRAPS-1, National Steering Committees (NSC) and National Technical Committees (NTC) will provide strategic guidance and operational oversight to the respective N-PCUs.

34. Each PRAPS-2 beneficiary country will maintain PRAPS-1 N-PCU attached to the Ministry in charge of Livestock under its General Secretariat, that will comprise one central unit as well as decentralized units to allow for a closer monitoring of activities' implementation on the ground and interactions with local authorities, decentralized government agencies, partners and contractors involved. N-PCUs will be adequately staffed and dedicated to Project implementation. Countries will maintain several staff from PRAPS-1, and recruit additional specialists based on identified needs, to be financed under IDA and the government's own budget. Support staff will be appointed and paid on the government's own budget (counterpart funds). Core staff will include a Project Coordinator (contractor or civil servant), supported by technical specialists in charge of each component at central level, fiduciary, safeguards, gender, monitoring and evaluation, and communication specialists. The N-PCUs will establish conventions with governmental agencies involved in the implementation of certain parts of the Project, as well as national and international organizations (e.g. FAO) and institutions mandated to carry out selected activities.

35. Based on lessons learned from PRAPS-1, where some countries faced implementation bottlenecks namely on activities that had been delegated to other government agencies, lacking capacities or

<sup>44</sup> e.g., the FAO on LSIPT, GLEAM-i, Feed Balance Sheet and Agro-pastoral Field School



commitment, contracts with private firms or non-governmental organizations (NGOs) would be favored, under competitive selection processes.

36. Financial. Each N-PCU will manage the Project funds in accordance with WB guidelines and procedures. In order to contribute to regional tailored technical assistance activities, each beneficiary country will transfer four (4) percent of their IDA allocation to the regional level, that will be managed by the R-PCU. A designated account will be opened in each country, and sub-national accounts opened to allow decentralized N-PCU units to manage their day to day operations.

37. Procurement. Each N-PCU will be in charge of carrying out procurement activities under the Project in each country, in compliance with WB procedures. All processes will be carried out through STEP, the WB Systematic Tracking of Exchanges in Procurement application.

38. Reporting. Each N-PCU will provide six-monthly and annual technical progress reports, as well as unaudited six-monthly financial reports. Financial external audits will be carried out annually.

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