

**PROJECT INFORMATION DOCUMENT (PID)  
APPRAISAL STAGE**

Report No.: AB6790

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| <b>Project Name</b>                    | Niger Community Action Project for Climate Resilience   |
| <b>Region</b>                          | AFRICA  |
| <b>Sector</b>                          | General agriculture, fishing and forestry sector (70%);Sub-national government administration (30%)   |
| <b>Project ID</b>                      | P125669   |
| <b>Borrower(s)</b>                     | REPUBLIC OF NIGER   |
| <b>Implementing Agency</b>             |   |
| <b>Environment Category</b>            | <input type="checkbox"/> A <input checked="" type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> FI <input type="checkbox"/> TBD (to be determined) |
| <b>Date PID Prepared</b>               | September 16, 2011  |
| <b>Date of Appraisal Authorization</b> | October 3, 2011   |
| <b>Date of Board Approval</b>          | November 3, 2011  |

1. Country and Sector Background

1. Niger has an area of 1 267 000 km<sup>2</sup> and a population estimated at 15.2 million. Per capita GDP is estimated at US\$ 360 and life expectancy at 58 years. Niger's climate is characterized by high variability especially in terms of rainfall. Niger remains one of the poorest countries in Sub-Saharan Africa. Major vulnerabilities include, among others: recurrent droughts; heavy dependence on rainfed farming and livestock; high vulnerability of production systems to climate-related hazards; rapid population growth (close to annual 3.3% rate), with ensuing heavy pressure on the environment; weak specialized structures and institutions; and continuing woodland degradation due to energy needs of the population.

2. Natural resources degradation, population growth and climate change pose serious challenges to medium and long term food security in the country. Special concerns are the links between degradation of soil and climate change (this combination calling for urgent key shifts in land management technologies and practices). More than 50% of the population suffers food insecurity, with 22% of the population chronically extremely food insecure. Poor households, particularly female-headed households, are more exposed to shocks and seasonal variations in production, in response to which they often resort to negative coping mechanisms such as the sale of premature livestock and seeds.

3. Niger is already investing in improved land and water management. Analysis and lessons learned have confirmed that such investments are key to increasing food security and the resilience of local communities to climate variability and change, and need to be implemented at a larger scale. They have indicated also the need for a greater focus on livestock herders on the one hand (both mobile and sedentary), and the need to take a landscape approach, integrating investments in improved productivity on crop land with agro-forestry, improved grazing management and soil/water management.

4. The Government of Niger recognizes that the development of the country depends largely on its ability to better manage all its natural resources, by promoting a more holistic approach, more oriented towards the stakeholders, particularly rural communities. It is within this context that, over the last years, national institutions have been created and/or strengthened with a direct link with climate vulnerability and change, and key strategies and programmes have been developed. The institutional landscape on

environmental issues, in general, and on those related to climate variability and change, in particular, is very rich and diverse in Niger. The missions and the mandates of the structures and institutions responsible for the implementation of these strategies are clearly defined. Key institutions in charge of the environment and natural resource management are the following: the Ministry of Water and Environment (MH/E); the Ministry of Agriculture (MAg); the Ministry of Livestock (M/EL); the Ministry of Mining and Energy (MME). The *National Environmental Council for Sustainable Development* (CNEDD) is responsible for coordinating national policy on environment and sustainable development.

5. A suite of legislation between 1999 and 2004 put the decentralization policy into practice. There are now a total of 265 Communes of which 213 are rural, and their mandates include local development planning, natural resource management, agriculture and livestock, land tenure, and social services. The World Bank and other development partners built on this base to make decentralized rural development a cornerstone of development cooperation with Niger. Further legislation included establishment of a decentralized equity fund for local governments, and support to ‘deconcentration of certain government functions. Local governments (*collectivités territoriales*) have important comparative advantages in terms of knowledge of local climate-related constraints and appropriate solutions, and on-going experiments aimed at empowering them have been consistently positive (in spite of weak human and financial resources).

## 2. Objectives

### A. Project development objectives

6. The project development objective (PDO) is to improve the resilience of the populations and of production systems to climate change and variability, in order to increase national food security.

7. The PDO will be achieved through three separate and complementary components:

- **Component 1:** Mainstreaming climate resilience into sectoral policies.
- **Component 2:** Improving resilience of agro-sylvo-pastoral systems and local populations to climate variability and change
- **Component 3:** Ensuring coordination of all the activities of the project, including monitoring and evaluation activities, and SPCR overall strategic coordination.

8. Key results indicators are the following:

- (i) Percentage of agro-sylvo-pastoral systems (located within the territories of targeted municipalities / *Collectivités locales*), whose resilience to climate variability and change has increased.
- (ii) Percentage of targeted vulnerable households, whose food security has improved.
- (iii) Degree of awareness of climate risks at national and local level.

9. Other important indicators are the following:

- (i) Number of sectoral policy documents which fully incorporate climate resilience

- (ii) Percentage of Communes incorporating into ‘local development plans’ (LDPs) and Annual Investment Plans (AIPs) climate resilience measures aimed at supporting agricultural production, fostering productive diversification and reducing current dependency on agriculture employment.
- (iii) Increase in areas under SWLM practices in the areas targeted by the project;
- (iv) Number of households adopting sustainable agriculture practices
- (v) Number of communes in climate-vulnerable regions incorporating social protection measures in their local development plans and efficiently implementing them

10. While activities of Component 1 will benefit all the Nigeriens (because of the impact of climate-sensitive policies and greater general awareness of climate risks), the direct beneficiary of Component 2 is a population of about 2 million people (i.e., about 13% of total Niger’s population). They represent a little more than 310,000 households (average of 7 people/household), administratively attached to 38 municipalities/ *Collectivités communales* (that is, more than 14% of total municipalities) all over the country regions.

11. More particularly, potential project beneficiaries will be:

- 38 Communes, benefitting from key project activities from Year 1.
- Rural producers (majority of producers, with a realistic objective of 30% in Year 1, and an increasing rate of 10% per year over the remaining years) directly benefitting from a number of initiatives aimed at improving their agro-sylvo-pastoral activities and livelihoods.
- Chronically poor and vulnerable households (5% in Year 1, and an increasing rate of 10% per year over the remaining years for all cumulative activities).
- Private economic operators, whose activities are related to rural sector (transport, food processing, construction, etc.).
- Rural and semi-urban households and communities living in neighboring areas and indirectly benefitting from multiplier effects (market, food security, strengthened social services, etc.).
- National institutions (through initiatives aimed at building their technical and institutional capacities).

12. The identification of the 38 *Collectivités communales* to be targeted by CAPCR has been carried out during the preparatory phase,<sup>1</sup> by using a mix of parameters, such as bio-physical risks, food insecurity, poverty, and vulnerability to severe weather conditions (low rainfall and poor distribution of rainfall between 1999 and 2011). In order to maximize inputs and create synergies, the selected *Collectivités* are also currently covered by the PAC2 (therefore, they are already endowed with decentralized institutions and are using adequate planning tools) and will also be covered by the forthcoming ‘Safety Nets Project’.<sup>2</sup> Furthermore, the 38 Communes are all located in one of the 16 Districts (*départements*) across 7 Regions, constituting the area covered by the SPCR-related PROMOVARE investment project.<sup>3</sup>

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<sup>1</sup> See Annex 8 for a list of all the documents produced during the CAPCR preparatory phase.

<sup>2</sup> This project will cover five regions (Dosso, Maradi, Tahoua, Tillabéry, and Zinder).

<sup>3</sup> The districts are: Tchirozérine (Agadez), Ouallam and Filingué (Tillabéri), Loga and Douthi (Dosso), Illéla, Tahoua, Abalak, Keita and Bouza (Tahoua), Dakoro, Mayahi and Tessaoua (Maradià, Mirriah Gouré and Tanout –Zonder) and Mainé Soroa (Diffa).

13. **Higher overall objectives** to which the CAPCR will contribute will be the following: (i) Improving institutional capacities and political frameworks; (ii) Improving resilience of local populations to climate variability, including droughts and floods through investment in sustainable land and water management and social protection measures; and (iii) Ensuring adequate strategic coordination and knowledge management.

14. **Poverty reduction.** The Government of Niger places a high priority on poverty reduction, through policies aimed at improving food security, raising the income of rural producers, and increasing, securing and diversifying food production. The 2008-2012 *Poverty Reduction and Accelerated Development Strategy* (SDRP) unifies all development initiatives and integrates policies and programmes the country intends to implement at macroeconomic, structural and social levels in order to reduce poverty, enhance economic growth and promote external investment. Its intervention is also aligned with the *Rural Development Strategy* (SDR), which focuses on sectoral strategies and provides an operational dimension to the SDRP in the area of agro-sylvo-pastoral productions.

15. **Effects of climate variability.** An important underlying assumption of the CAPCR is that current climate variability and change will have a broader range of impacts on individual households and communities, in addition to those affecting agriculture systems. Therefore, an overall strategy will be needed to reduce climatic vulnerability and improve social stability, by stressing disaggregated consequences of climate change and variability between and within sectors, communities, households or particularly vulnerable categories of people (women, children, elderly, and disabled). This is fully consistent with the overall objective of the SPCR to provide incentives for scaled-up action and transformational change in integrating consideration of climate resilience in national development planning consistent with poverty reduction and sustainable development goals.

### 3. Rationale for Bank Involvement

16. **World Bank experience.** Bank support to the CAPCR may contribute to the effectiveness of the multi-faceted and multidimensional approach supported by the project. Bank previous and current experience in Niger in sustainable land management practices and decentralized planning of local development will support a set of harmonious and integrated measures. These measures are aimed not only at supporting agricultural production, but also at fostering productive diversification and reducing current dependency on agriculture employment, and improving access to appropriate rural facilities (such as for storing food, health and education). Nigerien individual households and communities are currently facing a variety of climate threats, deriving not only from direct risks (droughts, floods), but also from risks indirectly associated with climate change (such as degradation of the natural resource base, lack of employment, food market failures, conflicts over access to and use of shrinking resources). The Bank already supports Niger's resilience to climatic shocks and food insecurity, within a human development approach, which comprises education, health and nutrition, social protection, population and HIV/AIDS. In line with this orientation, emphasis is put on building the capacities of national institutions to plan and manage development programs and to coordinate activities undertaken by a variety of national and international technical and financial partners, by building consensus around sectoral strategies and expenditure programs.

17. **Country Assistance Strategy.** By mainstreaming climate resilience into local development, the proposed project is consistent with the 2008-2011 *Country Assistance Strategy* (CAS) priorities and other Bank interventions. This assistance strategy is defined largely by the nature of the country social, economic, environmental conditions as well as by the structural political and administrative reforms undertaken over the last years. It is also a result of a general democratization of the society, which stresses the necessary enhancement of national ownership and leadership, highlights the potentially beneficial role of decentralization, especially in remote areas, and stresses the need to provide safety nets to help those who are in a situation of chronic food insecurity. Through the proposed project, in line with the second phase of the on-going *Community Action Project* (PAC2), the Bank will support the leadership of local governments in all the aspects of local development and their role in sustaining and coordinating the participation of civil society and the private sector. Close relationships will be established with the Bank forthcoming ‘Safety Nets Project’ (SNP), whose main objective is to strengthen safety nets-related programs in Niger, so that all the Adaptive Social Protection activities of the proposed project are integrated in the ne ‘safety nets’ system to be put in place by the government (with the support of the SNP)

18. Finally, together with the two other PPRC investment projects (the *Mobilization and Development of Water Resources* (PROMOVARE) and the *Climate Information Development and Forecasting Project* (PDIPC), the proposed project is consistent with the objectives of the Africa Action Plan (AAP) and the *Comprehensive Africa Agriculture Development Program* (CAADP) of the New Partnership for Africa’s Development’s (NEPAD). The objectives of the project correspond to those of the investment strategy of the ‘Strategic Framework of Sustainable Land Management investment’ (CSIN-GDT) in Niger,<sup>4</sup> which aim at disseminating in Niger proved sustainable land management practices in order to restore and strengthen the productivity of natural resources and at building the capacities of all the participating stakeholders.

#### 4. Description

##### **Component 1: Mainstreaming climate resilience into sectoral policies (US\$5 million).**

###### ***Sub-components:***

- 1.1 Mainstreaming climate variability and change into sectoral policies (*US\$3 million*)
- 1.2 Communication strategy and knowledge management (*US\$2 million*).

19. Activities of this component will essentially aim at making social and economic development policies more responsive to climate change and defining and implementing a comprehensive communication strategy and a system of effective knowledge management.

20. **Sectoral policies.** As other institutions, namely the NAPA and the *African Adaptation Programme* (AAP), are already working on mainstreaming climate issues into SDR and SDRP strategies respectively, the proposed project will focus on three key sectoral policies: (i) *Health*, (ii) *Water*, and (iii) *Road*

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<sup>4</sup> Policy framework supported by the World Bank, TerrAfrica, UNDP and NEPAD.

*infrastructure*.<sup>5</sup> At the level of each of the participating ministerial departments, the creation of a multidisciplinary ‘Task force’ (*comité ministériel*) will be established (by ministerial decree) and supported in order to fully participate in the policy formulation process. The effects of climate change and variability on each sector will be assessed through a variety of *in-depth studies and assessments* of biophysics, climate, meteorological and socio-economic determinants, in order to identify potential climate scenarios over the next decades and establish major tools for planning, monitoring and evaluation of climate-sensitive investment (with the support of *mapping tools*). Adequate procedures will characterize the specific sensitivity of each sector to climate change, identify the effects of potential climate risks (according to different climate scenarios) and ultimately define adequate strategies and measures for addressing climate change. *Large public consultations* will be organized along the different steps of the formulation of the policy papers and/or its incremental implementation and take into account local perceptions and coping strategies.

**21. Climate and local planning.** In terms of decentralization policy, in collaboration with the Direction of Territorial Management and Community Development (*Direction générale de l’Aménagement du Territoire et du Développement communautaire*), the proposed project will support the validation of newly revised guidelines for local development planning and the incorporation of climate-sensitive issues into these guidelines. The project will closely assist participating local governments/*Collectivités communales* in the preparation or revision of their local development plans (LDPs) and their annual investment plans (AIPs), in order to better integrate climate-sensitive initiatives. Local stakeholders will also be provided with basic information concerning historic climate patterns and key meteorological parameters in their respective areas, and will receive adequate assistance in order to assess the pertinence and effectiveness of current adaptation measures and coping strategies. General institutional support will be provided to the *National Agency for the Investments of Local Municipalities* (ANFCT), in order to gradually become a leading financial institution for Nigerien municipalities.

**22. Communication strategy.** A comprehensive communication strategy will include the organization of general sensitization, social mobilization and information initiatives, as well as specialized training sessions addressed to key stakeholders. Given the general features of SPCR approach to development, this triptych *sensitization-information-training* aims at enhanced awareness of climate change and its implications, adaptation and mitigation options, need for change of mindset for pooling financial resources, and better integrating poverty reduction programmes and climate change. A strategic partnership will be established between the CAPCR and the AAP, which, in collaboration with the *National Council of Environment for a Sustainable Development* (CNEDD), has carried out a preliminary communication strategy study on climate change and variability.,<sup>6</sup>

## **Component 2: Improving resilience of agro-sylvo-pastoral systems and local populations to climate variability and change (US\$53 million)**

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<sup>5</sup> Respectively: (i) *Health* with the Ministry of Public Health and the Fight against Endemic Diseases; (ii) *Water* with the Ministry of Water and Environment; and (iii) *Roads* with the Ministry of Transport and Civil Aviation and the Ministry of Equipment. The current Water sector policy paper has been prepared and adopted in 1999. The Health sector policy paper has been approved in January 2011 to cover the period 2011-2015 and already includes some climate-sensitive principles. A new Road sector policy paper is currently under preparation (the previous policy paper covered the period 2005-2010), within the context of the Bank-funded ‘Transport Sector Program Support Project/PAPST (AFTTR). A diagnostic study has already been conducted and general strategic orientations have been identified. Before the end of 2011, a national workshop would be held and a ‘Round Table’ would be organized with key donors.

<sup>6</sup> See reference in Annex 8.

### ***Sub-components***

2.1 Improving the resilience of agro-sylvo-pastoral systems(*US\$45 million*)

2.2 Integrating innovative measures for protecting the most poor and vulnerable households:  
Adaptive Social Protection (ASP) actions (*US\$8 million*)

**23. Sustainable water and land management.** Activities of this component aim at increasing the resilience of agro-sylvo-pastoral systems to climate risks. The objective is to incorporate sustainable land and water management and climate risk reduction into local planning and service delivery processes, and to implement these approaches to scale. Given the importance of the traditional participation of Nigerien women in natural resource management, activities will explicitly support a gender-sensitive approach through gender-specific measures. Investment will concern initiatives related to agriculture, agro-forestry, agro-pastoralism and pastoralism, by scaling up sustainable water and land management (SWLM) practices (including, among others, soil/moisture conservation methods, water harvesting, reduced tillage, agro-forestry, nutrient-enhancing rotation systems, animal health and nutrition, and the like).<sup>7</sup> In the Sahelian area in West Africa, in general, and in Niger, in particular, there are already numerous good practices and techniques that the CAPCR will contribute to scale up and disseminate. These investments comprise the majority of the planned investments, not only of the CAPCR, but also of the SPCR as a whole, and will have the greatest direct impact on reducing the vulnerability of Nigerien citizens to climate change. Funds will be used in the following manner: (i) 40% for measures aimed at improving agricultural productivity, (ii) 30% for measures aimed at improving sustainable management of forest resources, (iii) 30% for measures aimed at improving the productivity of grazing areas.

**24. Social protection and safety nets.** Specific activities will improve the resilience of the livelihoods of the most poor and vulnerable households to climate-related crises, by promoting innovative social protection measures. These activities will somehow compensate households, which, with little or no productive assets (land, livestock), will not directly benefit from SWLM activities. Proposed initiatives will concern the following aspects: (i) protection and rehabilitation of socio-economic community facilities, that are vulnerable to main effects of climate risks; (ii) implementation of a simple and realistic cash transfer system for the most vulnerable households; (iii) organization of remunerated seasonal labor intensive activities for the members of poor households; and (iv) distribution of ‘food stamps’ or ‘vouchers’ to chronically poor households in order to buy essential food items. In doing so, the CAPCR will define innovative ways of linking social protection, climate risks and economic growth.

25. By protecting and rehabilitating social and economic infrastructure located in high risk climatic zones and by providing appropriate assistance (through ‘social safety nets’) to extremely poor households vulnerable to climate risks, the project aims at reintegrating the most vulnerable and marginalized population categories - particularly women and women who are heads of households - into a dynamic of social inclusion and economic growth. Amplification and optimization of this type of experience will better integrate climate vulnerability and resilience into the paradigm of a social protection policy appropriate to the Nigerien context (which emphasizes the specific vulnerabilities of women and children). Despite the fact that they are based on promising approaches undertaken in Niger over the last years (particularly by NGOs), these initiatives are still at an experimental phase and lack appropriate

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<sup>7</sup> The concept of SWLM adopted by the CAPCR is a holistic system of management of natural resources (soil, water, vegetation, and animal), which integrates social, economic, physical, and biological assets and enable producers to maximize their socio-economic benefits from the use of resources, while maintaining or enhancing their ecological support functions.

institutional settings. Furthermore, lessons learned by the CAPCR are likely to feed the thinking on national social protection policy, whose elaboration is currently being undertaken by the Government.

26. **Local elected authorities** will have the legitimate leadership for all the initiatives of this component, which will be included in their respective Local Development Plans (LDPs) and Annual Investment Plans (AIPs). Support will be provided for the implementation of the measures which have been identified, and technically designed, with the assistance of service providers (line departments, NGOs, private entrepreneurs, etc.). An adequate institutional setting will support all the initiatives, namely with the creation and/or strengthening of *Municipal Land Commissions* (for sub-component 2.1) and *Municipal Social Protection Commissions* (for sub-component 2.2). Adequate activities will build technical capacities of organizations local producers and strengthen civil society associations.

**Component 3: Ensuring coordination of all the activities of the project, including monitoring and evaluation activities, and PSCR overall strategic coordination (US\$ 5 million)**

*Sub-components:*

- 3.1 Ensuring specific coordination to the CAPCR and monitoring & evaluation (*US\$ 2 million*)
- 3.2 Ensuring strategic coordination to the SPCR (*US\$ 3 million*)

27. Activities of this component are aimed at ensuring efficient and timely coordination of all the CAPCR activities, as well an overall strategic coordination to the SPCR. Different stakeholders, at different institutional levels, are involved in an inclusive Monitoring & Evaluation system. Knowledge concerning the approach, results, challenges and impacts of the programme are managed and shared at national level (with key stakeholders) and at international level (with other SPCR pilot countries).

5. Financing

|                          |           |
|--------------------------|-----------|
| Source:                  | (\$m.)    |
| Borrower                 | 0         |
| Climate Investment Funds | 63        |
| <b>Total</b>             | <b>63</b> |

6. Implementation

28. Overall implementation of the project is likely to be relatively straight-forward, since it uses established implementation mechanisms. Furthermore, the project is the result of the collaboration of leading Nigerien institutions and resource persons. The identification of the area to be covered by the project has been made on the basis of several technical parameters, related to poverty and exposure to climate risks, to establish synergy and collaboration with other on-going projects, such as the PAC2 and the NAPA, and forthcoming projects, such as the AAP (for communication on climate issues), the two other PPRC investment projects (the PROMOVARE and the PDIPC and the World Bank-supported ‘Safety Nets Project).

29. Institutional arrangements will favor both adequate coordination mechanisms and efficient implementation of all activities, by empowering different stakeholders according to their respective mandates and competences. This is in line with the programmatic approach adopted in Niger in order to



ensure sustainability. Key principles underlying institutional and implementation arrangements are the following: (i) deep linkages to the SDR programmatic approach; (ii) subsidiarity in the implementation of activities; (iii) ownership of the project by national institutions with appropriate mandate; (iv) cost optimization in terms of project management; and (v) best use of lessons learned. Based on these principles, an institutional framework is proposed here, with a distinction between coordination/steering mechanisms and implementation mechanisms.

30. Strategic **coordination and steering mechanisms** would include:

- *At national level:* National functions of orientation and guidance of CAPCR activities and their connection with SPCR objectives will be provided by the *SDR Technical Committee for Rural Development*, which will be extended to include relevant ministries.
- *At regional level:* At regional level, in the same way as for the other rural development programmes and projects (including the PAC2), the SDR Regional Committee for Rural Development will provide guidance to the CAPCR.
- *PPRC Strategic coordination unit:* PPRC strategic coordination will be provided by a unit located within the Ministry of Planning, Territorial Management and Community Development (this unit will also be in charge of directly implementing the sub-component 3.2).

31. **Implementation mechanisms** will include the following:

- *The technical implementation framework* will be made up of national structures directly involved in programme activities, particularly the following:
  - (i) *National Council of Environment for a Sustainable Development (CNEDD)* : its Climate change unit for activities of Sub-component 1.1 and Communication unit for activities of sub-component 1.2
  - (ii) General Directorate of Environment, Water and Forests of the Ministry of Water and Environment (MHE), for the activities of sub-component 2.1
  - (iii) *General Directorate of Territorial Administration and Community Development* of the Ministry of Planning Plan, Territorial Administration and Community Development, for activities related to sub-component 2.2
  - (iv) *SPCR Focal point* at the Ministry of Planning Plan, Territorial Administration and Community Development, for activities related to sub-component 3.2.

32. **Fiduciary management and procurement** services will be provided by the PAC2 national coordination unit, which will, among other things, establish agreements with all the participating institutions. The partnership between the National Coordination Unit of the PAC2 and national institutions involved in the implementation of different components will be governed by cooperation agreements that will specify the commitments of the stakeholders. In line with the principles of the programmatic approach adopted by the CAPCR, the activities will be implemented according to their specificity.

- *Activities of component 1:* The SE/CNEDD, through its two ‘Climate change’ and ‘Communication’ units, will have the overall responsibility for achieving the expected results and implementing the planned activities. In Niger, the CNEDD is the structure that has a

general role of coordinating and implementing the national strategy on climate variability and change.

- **Activities of component 2:** The General Directorate for Environment, Water and Forests (DGEEF), of the Ministry of Water and Environment (MHE) and the General Directorate for Territorial Management and Community Development (DGATDC) of the Ministry of Plan Territorial Management and Community Development (MPATCD will have the overall responsibility for achieving the expected results and technically implementing activities, which have been planned and designed by the Communes with the assistance of specialized public and private service providers. In collaboration with other leading national institutions, these two institutions will coordinate the definition and dissemination of the structure or canvas of micro-projects, will assist the design of the analytical framework of planned actions, provide advisory services technical supervision to the leadership of local governments.
- **Activities of component 3:** The National Coordination Unit of PAC2 will be responsible for activities related to sub-component 3.1 (monitoring and evaluation), while the *SPCR Focal point* at the Ministry of Planning Plan, Territorial Administration and Community Development will be responsible for activities related to sub-component 3.2 (general coordination of SPCR).
- The National Coordination Unit of PAC2 will be responsible for the following general tasks: (i) consolidate annual work plans (AWPs) based on action plans validated by the national steering committee; (ii) send terms of reference to the World Bank; (iii) sign the contracts with operators; and (iv) ensure compliance with the standards of fiduciary management (including receive, monitor, process and archive accounting packages), as well as consolidate information related to monitoring of performance and assess the effects of actions taken.

33. During the CAPCR preparatory phase, an *Implementation manual* and a *Manual of Procedures* have already been prepared. They include detailed project guidelines, description of functional mandates of the various operational entities (supervision/ coordination, execution/ implementation, monitoring/evaluation), draft standard results-based contracts for service provision, etc. Financing mechanisms, including disbursements, will follow national procedures. Project implementation will rely on public-private partnerships (PPPs) for activity planning, decision making, funding allocation, and monitoring and evaluation. With the exception of core public functions, implementation of project activities will be contracted out (by using performance contracts) to national institutions and/or private entrepreneurs, associations of civil society, cooperatives, private service providers, NGOs and firms.

34. Planning and implementation at local level will be the responsibility of the *Communes* and their bodies (Councils and specialized units), which will be provided with training and technical assistance. They will be supported by local service providers in participatory diagnosis and in contract management related to micro-projects, and will receive technical support from deconcentrated technical services. Funding mechanism for local projects will follow the existing mechanisms defined and adopted for the PAC2

## 7. Sustainability

35. **Institutional sustainability.** Institutional sustainability of project interventions mainly relies on the full participation of key national stakeholders (line Ministries and professional organizations as well as representatives of primary beneficiaries) in designing the project, thereby ensuring relevance. Implementation will be mainstreamed into central Government structures and local governments, with the participation of community organizations, user and producer groups and private sector. By highlighting the comparative advantages of each institutional level, the ‘subsidiarity’ principle will guide decisions concerning the participation of the different stakeholders in the implementation of the different activities. Competent decentralized entities will be empowered in implementing investments, managing infrastructure and strengthening rural organizations, to ensure that physical infrastructure and other investments are well managed and maintained after project closure.

36. **Technical sustainability.** The project builds upon the experience of the completed PAC1 (2004-2007) and the on-going PAC2, and it will refine and scale-up already-established technologies and techniques, as well as mechanisms to deliver infrastructure investments and services and to generate and disseminate technologies. Furthermore, the project will support capacity-building of national and local institutions, including ministerial departments, local authorities and community organizations, in order to facilitate full local ownership of project activities.

37. **Economic and financial sustainability.** The project will support the dissemination of practices, technologies and techniques, which are expected to improve the productivity and the resilience of agro-sylvo-pastoral activities. Through social protection measures, marginalized categories of the populations will progressively be reintegrated into the dynamic of economic growth.

38. **Social and environmental sustainability.** The project will focus on population living in areas, which are particularly vulnerable to severe climate risks and on their vulnerable environments. But its approaches will also be replicable to other areas with moderate climate risks. Social and environmental sustainability will result from capacity-building initiatives and awareness-raising. Stakeholder involvement will be strengthened through adequate social mobilisation and sensitization initiatives (workshops, forums, publications, community radios’ programmes, etc.). The knowledge base will be improved and the project will define and implement an adequate system for knowledge management and sharing. Finally, equity will be stressed, as a range of activities will specifically address the needs of the most poor and vulnerable social categories, even those with no productive assets.

39. **Overall sustainability** of the project will ultimately be determined by the proper implementation and operation of the proposed activities. The Government of Niger is committed in pursuing its key sectoral strategies, including decentralization and deconcentration, and in strengthening participating institutions. At the national level, key implementation and monitoring and evaluation activities will be carried out by national agencies, which will be identified in relation to their institutional and technical capacities and their comparative advantages. At the project level, adequate measures aimed at building the capacities of local stakeholders (including local authorities, rural organizations, and the private sector) will support the sustainability of the project. Finally, at the local level, by benefitting the communities and enhancing their resilience to climate change and improving the productivity of their agricultural, forestry and livestock activities, project interventions themselves will be sustainable.

## 8. Lessons Learned from Past Operations in the Country/Sector

40. The design of the CAPCR reflects a number of key lessons learned so far in Niger, such as the following:

- **Local ownership.** Building a full sense of ownership of the development process is a key strategy for success. This is important at all levels, from the central government and the concerned sectoral ministries and institutions down to local governments, civil society and private-sector organizations.
- **Nexus between poverty, vulnerability to ecological and climate crises, degradation of the natural resource base and low productivity.** The inclusion of this nexus is crucial for a country like Niger, where an extremely large portion of the population lives in a situation of chronic poverty.
- **Communication strategy.** A comprehensive communication strategy is a key element for success. By stressing sensitization, information and specialized training activities for different audiences, it enhances active participation of different institutional stakeholders.
- **Comprehensive planning.** Successful investments depend on a coherent and comprehensive planning, under the leadership of legitimate and accountable stakeholders (municipal elected authorities), rather than on a number of fragmented and demand-driven ad hoc projects.
- **Empowering people and institutions.** Empowering local authorities, community leaders, representatives of civil society and private sector is a catalyst for change. This requires activities tailored to different stakeholders, especially in terms of training and capacity building.
- **Demand-driven advisory services.** Advisory services are efficient if they are delivered on a demand-driven approach, by providing agricultural advice to producers according to their needs. Recent experiences with PAC1 and PAC2 (community-driven development projects), among others, have clearly demonstrated superior outcomes by using demand-driven approaches
- **Holistic approach to technology transfer.** Experience in Niger and neighboring countries indicates that the determinants of technology adoption have to be addressed as a whole (including technical and institutional capacities of stakeholders), in order to maximize impact.
- **Efficient knowledge sharing and adequate M&E.** Numerous projects have been hampered by a lack of basic knowledge of key ecological, environmental and climate parameters and inadequate monitoring and evaluation systems.
- **Social protection and gender focus.** The most vulnerable and marginalized rural households cannot be excluded from the development paradigm and the dynamic of combining social inclusion and economic growth is a ‘win-win option’. Support to women in managing food insecurity and climate-related crises at the household level is key to success.

## 9. Safeguard Policies (including public consultation)

41. The environmental safeguards OPs triggered and the B category are appropriate. The project will take a precautionary approach regarding cultural issues (“chance finds” procedure) to address potential

impacts on cultural resources at any time civil work subproject is implemented. The project will also avoid financing and using chemical pesticides. The overall environmental impact of the project is positive and the adopted ESMP provides enough information for making decision on safeguards aspects during the implementation phase.

Major activities related to forestry are the following: (i) protective vegetative measures; (ii) soil and water conservation measures; (iii) agro-forestry, (iv) development of productive chains of non-timber forest products; (v) pond stocking and aquaculture; (vi) beekeeping, (vii) wildlife protection and management; (viii) protection and management of basins and wetlands; (ix) measures against invasive plants, (x) management of bush fires; (xi) firewood saving practices.

| <b>Safeguard policies triggered?</b>          |   |
|---|---|
| Environmental Assessment (OP/BP 4.01)         | <input checked="" type="radio"/> Yes <input type="radio"/> No |
| Natural Habitats (OP/BP 4.04)                 | <input type="radio"/> Yes <input checked="" type="radio"/> No |
| Forests (OP/BP 4.36)                          | <input checked="" type="radio"/> Yes <input type="radio"/> No |
| Pest Management (OP 4.09)                     | <input checked="" type="radio"/> Yes <input type="radio"/> No |
| Physical Cultural Resources (OP/BP 4.11)      | <input checked="" type="radio"/> Yes <input type="radio"/> No |
| Indigenous Peoples (OP/BP 4.10)               | <input type="radio"/> Yes <input checked="" type="radio"/> No |
| Involuntary Resettlement (OP/BP 4.12)         | <input checked="" type="radio"/> Yes <input type="radio"/> No |
| Safety of Dams (OP/BP 4.37)                   | <input type="radio"/> Yes <input checked="" type="radio"/> No |
| Projects on International Waters (OP/BP 7.50) | <input type="radio"/> Yes <input checked="" type="radio"/> No |
| Projects in Disputed Areas (OP/BP 7.60)       | <input type="radio"/> Yes <input checked="" type="radio"/> No |

## 10. List of Factual Technical Documents

- Abdoulaye I. 'Manuel d'Exécution du PACRC'. (1) Document principal et (2) Annexes (2011)
- Bonfiglioli A. 'Guide. Suivi et Evaluation du PACRC. Principes, mécanismes, outils et dispositifs institutionnels' (2011)
- Garba M.L 'Rapport sur l'identification de la zone d'intervention du Projet d'Actions Communautaires pour la Résilience Climatiques (PACRC)' (2011)
- Massaoudou A. S. & Bokonon-Ganta B.E. 'Méthodologie d'intégration de la dimension changement climatique (IDCC) dans la planification sectorielle (2011)
- Issa Y. El Hadji 'Manuel des procédures de gestion administrative, financière, comptable et passation de marchés' (PACRC) 5 tomes : Organisation et présentation ; Procédures administratives; Procédures passation des marchés; Procédures financières; Procédures comptables (2011)
- 'Proposition d'un document annexe au Guide National d'élaboration du PDC pour l'intégration de la dimension des changements climatiques et de l'adaptation' (2011)
- Abdoulaye Djibo & Chéou Mamadou 'Rapport de l'étude sur l'élaboration de stratégie de communication sur les questions des changements et variabilité climatiques et de l'adaptation' (Programme Africain d'Adaptation aux Changements climatiques' (CNEDD, avec PNUD et Coopération japonaise) (2011)

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