

PROJECT INFORMATION DOCUMENT (PID)

APPRAISAL STAGE -

Report No.: AB7381

Project Name	Natural Resources Management in a Changing Climate in Mali (P129516-GEF; P145799-IDA)
Region	AFRICA
Country	Mali
Sector(s)	General agriculture, fishing and forestry sector (70%), Sub-national government administration (15%), Flood protection (10%), Other Renewable Energy (5%)
Theme (s)	Biodiversity (30%), Climate change (30 %), Natural disaster management (20%), Other environment and natural resources management (10%), Decentralization (10%)
Lending Instrument	Investment Project Financing (IPF)
Project ID	P129516 (GEF); P145799 (IDA)
Borrower(s)	Government of Mali
Implementing Agency	Environment and Sustainable Development Agency (AEDD)
Environmental Category	B-Partial Assessment
Date PID Prepared/Updated	January 5, 2013
Estimated Date of Appraisal Completion	July 31, 2013
Estimated Date of Board Approval	October 24, 2013
Decision	
Other Decision	

I. Project Context

Country Context

Natural vulnerability associated with a conflict situation: Mali has a total population, predominantly rural, estimated at *14.5 million people*, with an average annual population growth rate of about 3.4 percent. **Poverty** is more prevalent in rural areas (57.6 percent) where most people continue to derive their livelihoods from agriculture and livestock; food insecurity and malnutrition are high. **Livelihoods** are essentially based on agriculture in the Sudanese and the Guinea savanna zones, and on livestock in the Sahelian zone. **Land degradation** is severe (because of factors related to increased population pressure, depletion of soil fertility and forests coverage), and its total annual cost is estimated at around 8% of GDP, but there are significant pockets of fertile land mainly in the central and southern parts of the country. The ongoing socio-political conflict triggered by the rebels attack and control of two-third of the country has set back Mali to *fragile and highly vulnerable* conditions since early 2012. The population displacement southward is putting additional pressure on the natural resources (land, water resources, forests) in the non-occupied areas where the density is yet the highest of the country; the few fertile zones in the south are more under threat of degradation.

Highly variable climate conditions: Between 1987 and 2007, Mali has experienced five major episodes of drought. Over the last 30 years, rainfall has declined by about 20 percent over the period 1970-2000 (with a southwards displacement of isohyets of about 200 km). The situation makes Malian land use systems inherently vulnerable, with alternate periods of drought and intense rainfall. In order to tackle new precarious environmental and climate conditions, massive migrations of people and animals towards more humid, but already saturated areas, increase the pressure on natural resources – the situation could potentially lead to conflicts over access to and use of natural resources.

Gender inequity is still considerable: women and vulnerable groups (girls, homeless children, elder) have little access to education and means of productive (public employment, credit, agricultural inputs, farming tools and land) though men and women are declared to be equal through the country’s common laws. According to the latest Employment and Household Survey results, the incomes of 70 % of employed women is below the minimum wage against 30 % for men;

in rural areas, 74 % of women earn less than the poverty threshold.

Sectoral and Institutional Context

Ecological and climate crises are significantly exacerbated by inappropriate practices, such as ***over-encroachment of agriculture into rangeland areas*** and other marginal areas (27% of cultivated areas) as a result of a failure to appreciate the nature of long-term climatic variability. Frequent droughts contribute to threatening biodiversity and the ecosystems, by making them more vulnerable to the least disruption and by accelerating the speed of degradation of biological resources (in spite of efforts to establish a network of protected areas). Between 2000 and 2050, ***agricultural yield*** is expected to significantly decrease while rapidly growing population will put increasing pressure on both ***agricultural and non-agricultural land***. A key constraint to agriculture is the use of ***unsustainable land management practices***, with low usage of modern agricultural inputs, and weak access to farm management advice and financial services.

In the ***energy sector***, more than 80 percent of Malian households use wood and/or charcoal for cooking and heating, which poses challenges for a sustainable natural resource management in rural areas. Only about 15 percent of the rural population has access to ***electricity***. About half of the 12,000 villages of Mali have a school or health center clinic or both, but most of them are without any form of energy for lighting or for operating equipment.

Over the last two decades, the Government of Mali (GoM) has defined a number of policies and strategies in relation to ***natural resource management***. Also several reforms have promoted and encouraged ***participatory and decentralized natural resource management*** to a more sustainable and equitable forms of resource use and conflict management. Regarding efforts towards ***adaptation to climate change***, the Malian National Action Plan for Adaptation –NAPA- (Adopted in 2007) has identified a total of 19 priority projects which aims at: (i) highlighting key climate risks; (ii) identifying sectors, communities and areas that are particularly vulnerable to climate variability and change; (iii) identifying adaptive sectoral measures; and (iv) identifying adaptation priority projects.

In July 2010, the Government approved the ***Sustainable Land and Water Management (SLWM) Country Strategic Investment Framework*** (CSIF). The priorities of this Framework include: (i) Effective transfer of natural resources management to decentralized entities and Local Governments (regional assemblies and communes); (ii) Land tenure reviews encouraging better management by actual land users; (iii) Improved capacity of the decentralized entities; (iv) Well defined and common environmental policies; and (v) Effective coordination of land management and environmental programs.

In 2011, the Ministry of Environment and Sanitation (MEA) approved a ***National Policy, a National Strategy and a National Action Plan for Climate change***. The adopted ‘Climate change strategy’ is composed of six strategic areas: (i) the Climate Change Institutional Framework; (ii) the Climate Change funding; (iii) the national Climate change capacities; (iv) the information and awareness raising; (iv) the monitoring of climate in Mali; (v) the Mainstreaming of Climate change in sectoral and territorial policies; and (vi) the private sector involvement.

The newly approved ***Mali Strategic Framework for Growth and Poverty Reduction*** (CSCR 2012-2017) focuses, through its second axis (“Strengthening the foundations of long-term development and equitable access to quality social services”), on developing human resources, reducing gender inequality and improving access to social services, as well as preserving the environment, in a context of changing climate.

In addition, the Government of Mali is part of the Great Green Wall Initiative (GGWI), launched in 2005 and endorsed in 2007 by the African Union, which is aiming at combatting desertification and improving the populations living conditions through the ‘promotion of SLWM as a more ecologically appropriate, socioeconomically sustainable, and holistic approach at the landscape level to directly benefit local land and water users (farmers, agropastoralists, and mobile pastoralists). *The GGWI Belt* in Mali has been already identified and includes several land use systems such as: Forests; agrosystems; agro-sylvo-pastoral units, rangelands, protected areas. Strategically, the implementation of the GGWI will draw upon the abovementioned strategies with a special emphasis on the protection of watershed namely the Niger River’s ones.

Major ***national institutional stakeholders*** operating in the management of natural resources and the support to diversified livelihoods are the following: the *Ministry of the Environment and Sanitation* (MEA), the *Ministry of Agriculture* (MAg), the *Ministry of Livestock and Fisheries* (MEP), the *Ministry of Energy and Water* (MEE), the *Ministry of Tourism and Craft Industry* (MTA), and the *Ministry of Territorial Administration and Local Governments* (MATCL). As of the decentralization laws, there are three layers of local governments (regional, provincial and local), each of them having a dedicated mandate in the management of natural resources and the promotion of sustainable development. More particularly, from bottom up, there are in Mali a total of 703 Communes (of which 666 are rural

Communes), 49 *Provinces* (groups of Communes) and 10 Regions (groups of *Provinces*).

II. Project Development Objective

The Project Development Objective (PDO) is to ***expand the adoption of sustainable land and water management practices in targeted communes in Mali***. This objective will be achieved through the implementation of capacity building, biodiversity conservation and support to poverty reduction activities through an ***ecosystem-based adaptation approach***. It is an integrated approach to conservation, restoration and sustainable management of territories to enable people adapting to climate change, and ultimately increase their resilience. It would: (i) lead to important catalytic transformational change and generate significant social, economic, cultural and human well-being co-benefits; (ii) contribute to the conservation of biodiversity; (iii) build on the traditional knowledge and practices of local communities. In addition, healthy and well-managed ecosystems have climate change mitigation potential through the sequestration and storage of carbon.

III. Project Description

Component 1: Knowledge management, Governance and communication (Total US\$ 3.60 million: IDA 2.90; GoM 0.70)

Sub-component 1.1: Information system and knowledge sharing (US\$ 1.04 million: IDA 0.91; GoM 0.12)

The sub-component will contribute to the capacity building of the national information system for adaptation to climate change. Main activities will be the following: **(i) Strengthening the existing National Environmental information Management System (the 'SNGIE')**; **(ii) Supporting the sharing of climate hazards and adaptation data and knowledge**; **(iii) Training and sensitizing on the use of seasonal hydrological and meteorological forecasts by food crop producers**; **(iv) Strengthening the capacity of local food crop producers in the use of simple climate change adaptation technologies and practices**; **(v) Building the capacity of national institutions and local stakeholders in the planning of SLWM and adaptation to climate change strategies**.

Sub-component 1.2: Natural Resources Management (NRM) Governance at local level (US\$ 1.97 million: IDA 1.45; GoM 0.52)

The project will define and implement a range of initiatives aiming at strengthening good governance of natural resources in the targeted Communes. The objective is (a) to remove barriers and disincentives preventing local stakeholders from managing their resource in an efficient, participatory, transparent and accountable manner, (b) to strengthen mechanisms preventing competition, over-exploitation and degradation of the resource itself, and (c) to define clear and equitable regulations concerning the access to and use of local resources (such as the regulations concerning the importance of mobility in pastoral areas, as this is stressed by the recent Mali's 'Pastoral Charter'). The main activities will support: **(i) the preparation and adoption of participatory community resource use plans, which include resilience objectives, SLWM issues and biodiversity conservation, for their integration in the commune development plans -PDESC-**; **(ii) the review and revision of the Communes development plans (PDESC) for the purpose of integration of SLWM, biodiversity conservation adaptation to climate changes**; **(iii) the implementation of pilot activities of PDESC including the strengthening of transparency and accountability in NRM through the translation and dissemination of key regulations governing land use, biodiversity conservation and natural resources management**.

Sub-component 1.3: Communication for the resilience enhancement (US\$ 0.580 million: IDA 0.52; GoM 0.05)

The national communication strategy for the awareness raising and education on SLWM climate change challenges has been adopted in 2011. The sub-component will contribute to its implementation by supporting the following activities: **(i) Sensitizing communities and decision makers on the risks and challenges of climate changes, including their impacts on natural resources, socioeconomic activities and livelihoods in rural areas**; **(ii) Carrying out of awareness raising and education activities for promoting discussion platforms among local stakeholders and extension services (agriculture, pastoralism, etc.) on the appropriate SLWM and biodiversity conservation solutions in each beneficiary commune**.

Component 2: Scaling-up Sustainable land management practices (Total US\$ 8.00 million: GEF 6.24; LDCF 1.75)

This component will contribute to enhancing the targeted stakeholders (national and local levels) resilience to climate change challenges and risks. It will combine support to the preparation and adoption of management tools and skills, as well as the financing of communal pilot initiatives for the promotion of SLWM practices planned under the PDESC

Sub-component 2.1: Conservation and valorization of biodiversity (US\$ 1.37 million: GEF 1.37)

Key threats to biodiversity include the following: overexploitation of wildlife resources; habitat loss, degradation, and fragmentation; invasive species; pollution; limited institutional capacity and institutional oversight; limited participation of surrounding communities to decision making on the planning and management of the resources; and climate change. At present, in spite of various institutional and technical constraints, biodiversity spots are still relatively prevalent, with

great potential of conservation and sustainable use. This sub-component aims at contributing to the knowledge and management of the whole biodiversity wealth of the project target areas by: **(i) Promoting sustainable management of biodiversity in accordance with an ecosystem-based adaptation approach;** **(ii) Supporting the promotion of indigenous sustainable modes of production and consumption including low-carbon energy and woodless construction technologies;** **(iii) Supporting community-based reforestation initiatives.**

Sub-component 2.2: Forests and rangelands management (US\$ 6.63 million: GEF 4.87; LDCF 1.75)

The driving rationale is that adaptation to climate change can be achieved by adopting more versatile and climate change-resilient technologies. Therefore, the sub-component will provide assistance to the development tools and skills to the sustainable management of the three targeted forests in the project area (Lorack Bane, Gadjaba Khadiel and Ouagadou). In addition substantial contribution to the management of rangelands including pastoralism corridors will be provide to lower the pressure of pastoralism on forest ecosystem. The following main activities will be financed: **(i) Supporting the preparation, adoption and implementation of participatory management plans of the Ouagadou, the Gadjaba Khadiel and the Lorack Bane forest ecosystems;** **(ii) Promoting the use of improved agroforestry and other related SLWM technology packages in the adjacent lands of the three beneficiary forests (Ouagadou, the Gadjaba Khadiel and the Lorack Bane);** **(iii) Supporting the management of rangelands considering climate change challenges;** **(iv) Strengthening the capacity of local NRM committees in the integrated management of bushfires.**

Component 3: Diversification of local livelihoods (Total US\$ 7.00 million: IDA 7.00)

In addition to the erratic rainfall in this Sahelian zone, the social-political crisis is contributing to weakening of the rural population resilience, essentially dependent on cereal crops production, Arabic gum (Non Timber Forestry Product) harvesting and pastoralism. As a result of these shocks, communities are more vulnerable especially women, non-educated youth and displaced persons. This component is aiming at reducing the vulnerability of these groups by providing them with opportunities of jobs and revenues. The activities are as follows: **(i) Financing sound income generating activities (IGA) which do not threaten the conservation of biodiversity;** **(ii) Training the beneficiaries of funded IGA on management (procurement, accounting, saving and reinvestment for business development), and demonstration of opportunities from sustainable management of forest and non-timber forest products.**

Component 4: Project co-ordination, monitoring and evaluation (Total US\$ 2.82 million: IDA 2.1; GEF 0.32; LDCF 0.92; GoM 0.30)

Sub-component 4.1: Monitoring and Evaluation (US\$ 1.05 million: IDA 0.75; GEF 0.20; LDCF 0.092)

The following activities will be financed: **(i) Setting up the M&E system;** **(ii) Supporting the staffing of the AEDD M&E, Fiduciary and internal auditing units;;** **(iii) Collecting, analyzing and sharing any appropriate information on lessons learned including carbon sequestration trends;** **(iv) Environmental and social safeguard management and monitoring;** **(v) Updating the GEF Management Effectiveness Tracking Tools (METT).**

Sub-component 4.2: Project coordination (US\$ 1.76 million: IDA 1.34; GEF 0.12; GoM 0.30)

The following activities will be financed: **(i) the Project launching workshop;** **(ii) Organizing the Steering Committee sessions;** **(iii) Preparing the consolidated annual work and budgeting plan (AWBP);** **(iv) Managing the implementation memoranda signed with the key institutions (DNEF, DNA and DNPIA) responsible of the execution of components/major activities;** **(v) Training the project team in management (monitoring & evaluation, procurement, financial management, environmental and social safeguard, etc.) as approved through the training plan;** **(vi) Coordinating the implementation activities at national and local levels;** **(vii) the operating costs.**

IV. Financing

Borrower / Recipient	\$US 01.00 million
IDA	\$US 12.00 million
GEF	\$US 06.57 million
LDCF	\$US 01.85 million
Total:	\$US 21.42 million

V. Implementation

The project will have two inter-related levels of arrangements for implementation: (i) the decision making and oversight level; and (ii) the coordination and management level.

The overall project oversight will be vested with the National Steering Committee (NSC) composed of institutions involved participating to the platform of SLWM and climate change adaptation. The membership includes the Ministries

in charge of environment, agriculture, livestock, fisheries, hydrology, civil protection, decentralization, land planning, territorial administration, tourism, meteorology and climatology, and economy, and civil society organizations including NGOs and feminine federation. The NSC will be responsible for: (i) ensuring inter-sectoral coordination and the harmonization of the interventions with similar initiatives; (ii) ensuring that all stakeholders are involved during the implementation; (iii) approving the annual workplans and budgets, and the annual implementation reports prior their disclosing to external audiences; (iv) clearing the audit reports. Further, it will provide policy guidance, ensure consistency with the National Environmental Policy throughout the implementation, and facilitate for any challenging issue that may arise. To comply with the decentralization mechanism and ensure that the implementation is duly monitored by local elect authorities, the mandates of the SC will be carried out by the Committees¹ of Orientation, Coordination and Follow-up of the Development Actions at the regional, local and communal levels. The national and local steering committees meet on a yearly basis.

There is no stand-alone project implementation unit. The coordination and management at the national level is entrusted to the Agency of Environment and Sustainable Development (“AEDD”), which is the national agency in charge of implementing the National Environment Policy under the control of Ministry of Environment and Sanitation (“MEA”). There will be no separate project implementation unit, but the AEDD will designate a core team among its staff, which skills meet the project requirements, to deal with daily coordination, management and monitoring tasks. This team led by the Director General of AEDD, Project Coordinator, will be composed of: (i) an SLWM, NRM and biodiversity specialist; (ii) an agroeconomist in charge of the Income Generating Activities (IGA); (iii) a communication specialist; (iv) an environmental and social safeguard specialist; (v) a monitoring and evaluation specialist; (vi) a procurement specialist; and (vii) a financial management specialist. In its coordination mandate, the AEDD will have to: prepare the annual workplan and budgets, and coordinate their execution; sign and follow-up, the protocols of execution, with national institutions involved with the implementation of specific sub-components and activities; ensure the monitoring and evaluation of the overall project implementation; ensure the fiduciary responsibility over the overall project; prepare the implementation reports and audits; handle the secretariat role for the National Steering Committee and assure information flow to the line local committees (CROCSAD, CLOCSAD, CCOCSAD).

The *Project implementation manual* (PIM) is finalized and will be approved prior to project effectiveness. It will include project guidelines, description of functional mandates of the various operational entities (supervision/coordination, execution/implementation, monitoring/evaluation), procurement mechanisms and procedures, draft standard contracts for service provision, and draft terms of reference (ToRs) for recruitment. Complementary to this main manual, two sub-manuals are being approved: (i) the manual for the implementation of the income generating activities (IGA); and the manual of monitoring and evaluation.

VI. Safeguard Policies (including public consultation)

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	X	
Natural Habitats OP/BP 4.04	X	
Pest Management OP 4.09	X	
Indigenous Peoples OP/BP 4.10 Physical		X
Physical Cultural Resources OP/BP 4.11	X	
Involuntary Resettlement OP/BP 4.12	X	
Forests OP/BP 4.36	X	
Safety of Dams OP/BP 4.37		X
Projects on International Waterways OP/BP 7.50		X
Projects in Disputed Areas OP/BP 7.60		X

¹ Comité Régional d’Orientation, de Coordination et de Suivi des Actions de Développement (CROCSAD), Comité Local d’Orientation, de Coordination et de Suivi des Actions de Développement (CLOCSAD), Comité Communal d’Orientation, de Coordination et de Suivi des Actions de Développement (CCOCSAD). These committees are composed of representatives of sector ministries, representatives of civil society, private sector, etc., and chaired by the representatives of the Ministry of territorial Administration (“Gouverneur”, “Préfet”, “Sous-Préfet”).

VII. Contact point

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