1. **Country and Sector Background**

1. **The recent food security crises in the Horn of Africa (HoA) have triggered a region-wide response to enhance resilience of the pastoralist livelihoods.** The ASALs are among the poorest areas in the HoA and represent more than 60 percent of the total area. The incidence of extreme poverty among African pastoralists ranges from 25 to 55 percent. In the HoA, that percentage is estimated at 41 percent. Pastoralists’ livestock-based livelihoods greatly depend on the ASALs ecosystems, as well as on seasonal and cross-border mobility. Pastoralists and agro-pastoralists represent an estimated 15 percent of Ethiopia’s 82.6 million population. The ASALs in the Afar and Somali Regions register the highest levels of the poverty head count index in Ethiopia (36 and 33 percent respectively). Livestock from pastoral areas accounts for an estimated 40 percent of the country’s total livestock population and the livestock sub-sector accounts for an estimated 12 percent of total Gross Domestic Product (GDP)\(^2\). Following the 2009 and 2011 droughts, the Nairobi Heads of State Summit in September, 2011 mandated the Inter-Governmental Authority on Development (IGAD) to coordinate regional interventions to build drought resilience in the HoA. IGAD and its member states, with the support of Development Partners (DPs), have developed the Drought Disaster Resilience and Sustainability Initiative (IDDRSI) and its “implementation arm” (the Regional Programming Paper - RPP), together with 7 Country Programming Papers (CPPs) including that of Ethiopia. The IGAD RPP and the country CPPs provide a mechanism for coordinated and harmonized implementation of Government and DP-funded actions at the regional and national levels respectively. The RPLRP is fully aligned and directly contributes to these initiatives.

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\(^1\) HoA usually refers to the following countries: Djibouti, Eritrea, Ethiopia, Somalia, Sudan and South Sudan – extended to Kenya and Uganda in this case.

2. The RPLRP represents an innovative, comprehensive and flexible response to build resilience in the HoA. The RPLRP aims to enhance livelihood resilience of pastoral and agro-pastoral communities in cross-border drought prone areas of selected countries and improve the capacity of the countries’ governments to respond promptly and effectively to an eligible crisis or emergency. During Phase 1, the RPLRP is funded with US$122.0 million equivalent over a five year period to work with Kenya (US$77 million equivalent), Uganda (US$40 million equivalent) and IGAD (US$5 million equivalent). The project coordinates investments in shared natural resources, and in sub-regional stock routes and trade infrastructure networks, knowledge and information exchange, monitoring and responses to shocks, cross-border conflict management, and ultimately promotes harmonized policies under IGAD coordination. The RPLRP embodies the first attempt in the HoA to deliver country-specific outputs directly linked to region-driven goals related to pastoralist mobility, market linkages, natural resource management, livestock disease surveillance and vaccination campaigns. The project also uses technological innovations to identify regionally significant gaps in investments and services that limit pastoralist mobility, access to natural resources in times of drought, and disaster response. Furthermore, a flexible contingency emergency response window enables countries to request funding reallocation to support mitigation, response, recovery, and reconstruction for pastoral and other communities in the event of a disaster.

3. As a RPLRP building block, the regional approach provides a response to seasonal migration as a key livelihood strategy of the pastoralists. Evidence available from African countries and the region show that national approaches are not sufficient to build pastoralists’ resilience. Interventions need to address regional issues with cross-border dimensions. The changing availability of water and grazing forces pastoralists to engage in seasonal migration across national borders to sustain viable livelihoods. Increasing market opportunities for livestock products have also driven changes in pastoralist livelihood system. Despite the existing non-trade barriers, many on-the-hoof animals are traded informally among the countries in the region. Responding primarily to the erratic pattern of rainfalls, these uncontrolled yet authorized movements of pastoralists and herds make the trade even more complicated to regulate. The RPLRP seeks to deliver a set of regional public goods to ensure seasonal mobility and access to livestock markets, in order to enhance the resilience of pastoralists’ livelihoods.

4. The Additional Financing (AF) will further deepen the regional approach to enhance intended development impacts, deepening phase 1 interventions in the cross-border clusters. The RPLRP has identified cross-border clusters along the borders of Kenya-Uganda-Ethiopia, Ethiopia-Kenya, and Ethiopia-Djibouti. The first phase will only embark on cross-country initiatives within the Karamoja area\(^3\) along the Kenya and Uganda borders. Expanding the project to Ethiopia will allow additional investments in the Karamoja area (which covers Uganda, Kenya, Ethiopia and South Sudan) as well as investments within three additional IGAD’s “meta-clusters” covering Kenya and Ethiopia (the Turkana, Borena/Boran and Somali). It will also allow support to national endeavors towards pastoralists’ livelihood resilience in Ethiopia with regional significance across borders with

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\(^3\) Also called “meta-cluster” by the IGAD but with a different meaning that project’s specific smaller geographical clusters
Djibouti and Somalia. In doing so, the proposed AF will cover regional issues of significance to the entire HoA region. Together with Kenya and Uganda, Ethiopia had already requested International Development Association (IDA) financing support to participate in this regional investment project.

5. The proposed AF is consistent with the World Bank Country Partnership Strategy (CPS) for Ethiopia and the Government of Ethiopia’s (GoE) policies for pastoral development. RPLRP will contribute to a number of strategic objectives of the CPS, including broad-based economic growth, reduction of vulnerabilities and improved environmental sustainability. It also supports the foundation pillar of good governance and state building by promoting regional solutions to conflict management. Additionally, RPLRP will contribute to the Bank’s corporate goal of shared prosperity by reaching out to largely under-served and vulnerable pastoral communities. RPLRP also fits into the Comprehensive Africa Agriculture Development Programme (CAADP) -consistent Policy and Investment Framework (PIF) 2010-2020 that aims at driving Ethiopia’s agricultural growth and promoting food security. The four major themes of the PIF are: productivity and production, rural commercialization, natural resource management, disaster risk management (DRM) and food security. RPLRP is also expected to contribute to the GoE’s policies for development of the country’s ASALs. The GoE’s development policies up to 2015 are articulated in the Growth and Transformation Plan (GTP1 2010/11-2014/15 and GTP2 2015-2020), which sets a long-term goal for Ethiopia to become a middle-income country by 2023 and includes ambitious targets for developing livestock production and other pastoral resources. RPLRP will also contribute to the GoE’s food security program that includes targeted interventions in pastoral and agro-pastoral areas as well as other food insecure areas of the country.

6. The GoE’s approach to development in pastoral and agro-pastoral areas is two pronged. The short term strategy (to which RPLRP is aligned) emphasizes: (i) reduction in pastoralists’ vulnerability to climate shocks; (ii) improving their capacity to respond to climate change; and (iii) the provision of appropriate basic infrastructure and services for both human and animals which is in line with pastoralists’ current way of life. For the long term, the GoE seeks to facilitate the gradual and voluntary transition of pastoralists towards permanent settlement particularly through the development of both small and large scale irrigation infrastructure, improvement in human capital, development of market networks, development of financial services, and investment in road infrastructure and communication networks. The GoE is also committed to long-term collaboration, consultation, and investment planning with neighboring countries (under the auspices of the IGAD) to bring sustainable regional solutions and improve pastoralists’ livelihoods resilience in the HoA.

7. In Ethiopia, the Ministry of Agriculture (MoA) is in charge of livestock development, natural resource management and DRM in both pastoral and sedentary agriculture. The MoA also oversees donor-funded projects contributing to the CPP and will implement the RPLRP. The World Bank co-finances, with a number of other DPs (USAID, African Development Bank’s (AfDB) Drought Resilience and Sustainable Livelihood Project and German Technical Cooperation (GIZ) notably) national programs that also contribute to pastoral livelihoods resilience including the Sustainable Land Management Program (P090789), the Productive Safety Net Program on Food Security (P113220) managed by the MoA, and the Pastoral
Community Development Program (P130276), implemented by the Ministry of Federal Affairs (MoFA). The RPLRP will coordinate with these projects to avoid duplication and inconsistencies during implementation, and to identify investments and activities using similar approaches, and whenever possible, the existing community-based platforms.

2. Objectives

8. The AF will adopt the same PDO of RPLRP which is to enhance livelihood resilience of pastoral and agro-pastoral communities in cross-border drought prone areas of Selected Countries and improve the capacity of the Selected Countries’ governments to respond promptly and effectively to an Eligible Crisis or Emergency.

3. Rationale for Bank Involvement

9. The proposed additional credit would help finance the costs associated with scaling up and expanding the project’s scope to enhance its impact by including pastoralists and agro-pastoralists residing in Ethiopia as its project beneficiaries. Pastoralists residing in Ethiopia engage with pastoralists in Kenya and Uganda (currently beneficiaries of the project) in cross border relationships. Expanding RPLRP to include Ethiopia would enhance opportunities for making livelihood development available to pastoralists in all three neighboring countries. RPLRP follows a phased approach which allows new countries to join the project over time. Ethiopia’s inclusion into the project through a proposed Additional Financing (AF) was envisaged in the Project Appraisal Document (PAD) as RPLRP’s second phase. RPLRP will be implemented using a sustainable landscape approach along cross-border livestock routes and corridors to the extent possible. These routes and corridors are central in targeting geographical cross-border clusters of sub-counties in Kenya, sub-districts in Uganda and Woredas, with the inclusion of Ethiopia. The project will deliver investments and services using this cross-border cluster approach.

4. Description

10. The five components of the first phase of the RPLRP (Natural Resources Management, Market Access and Trade, Livelihood Support, Pastoral Risk Management, and Project Management and Institutional Support) remain unchanged. The proposed AF will undertake in Ethiopia the same set of activities already under implementation in Kenya and Uganda with some country-specific additions. Activities implemented by IGAD under the regional IDA Grant for the first phase of RPLRP will be expanded to cover Ethiopia. A full description of project activities to be implemented in Ethiopia is provided in Annex 3.

11. Planned component activities under this AF will increase the outputs delivered by RPLRP.

12. **Component 1: Natural Resources Management** *(AF of US$22.9 million).* This component aims at enhancing the secure access of pastoral and agro-pastoral communities to sustainably managed pastoral-related natural resources.
- Under sub-component 1.1 (Water Resources Development), the AF will support the design, construction, and/or rehabilitation of additional water resources access facilities within Ethiopia (61 ponds with capacity above 10,000m$^3$, 4 community water micro-dams, 3 small sand dams, 16 boreholes, 90 wells) which will be strategically placed along trans-boundary livestock movement routes.

- Under sub-component 1.2 (Sustainable Land Management in pastoral and agro-pastoral areas), the AF will add about 8,000 ha in Ethiopia to the 3,420$^4$ ha in Kenya and Uganda with rangeland rehabilitation and management improvement, including area closure, control of invasive plants, reseeding of degraded areas with forage grasses, dry land forest development, and physical and biological soil conservation (eye-row, bunds, micro-basin, check-dam, etc.). This sub-component will also support the establishment of nursery sites.

- Under sub-component 1.3 (Securing Access to pastoral-related Natural Resources), the AF will assist in disseminating strategies and approaches in conflict prevention, management and resolution, and support the development of policy and legal frameworks for secured access to natural resources. The Kebele Development Committees (KDC) will be the main interface on these aspects. Upstream training on Natural Resources Management in a conflict-sensitive approach will also be supported through Pastoral Field Schools (PFS).

13. **Component 2: Market Access and Trade (AF of US$14.6 million).** This component aims at improving the market access of the agro-pastoralists and pastoralists to the intra-regional and international markets of livestock and livestock products.

- Under sub-component 2.1 (Market Support Infrastructure and Information Systems), the RPLRP in Ethiopia will add 20 primary markets, and support the installation of pilot holding/auction rings and the rehabilitation of quarantine systems and facilities. The AF will also strengthen 10 existing market centers along trade routes and build capacity in market management including establishment of Market Center Management Committee and livestock certification. According to a needs assessment, the AF may support the strengthening of the Livestock Marketing Information System (LMIS) under the Ministry of Trade.

- Under sub-component 2.2 (Livestock Value-Chain Support and Improving Mobility and Trade), the AF will seek to improve and harmonize trade regulation and standards systems affecting livestock trade from the Ethiopian ASALs, strengthen quality control (animals and by-products), labeling and packaging in selected livestock-related cross-border value chains related to the Ethiopian ASALs, and scale up activities in livestock identification and traceability currently piloted by FAO and AGP-Livestock Market Development (LMD).

14. **Component 3: Livelihood Support (AF of US$19.6 million).** This component aims at enhancing the livelihoods of pastoralist and agro-pastoralist communities.

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$^4$ 2,480 ha in Kenya and 940 ha in Uganda.
• Under sub-component 3.1 (Livestock Production and Health), RPLRP will strengthen national veterinary systems and laboratory networks, promote the production of vaccines for selected trans-boundary livestock diseases, purchase stock of vaccines against main TADs for vaccination campaigns in case of emergency, identify and help address gaps in private veterinary service provision and, where applicable, support Community Animal Health Worker (CAHW) networks through training, supply of equipment, and assistance to link them with the public and private veterinary service providers and drug suppliers as well as through a revolving fund.\(^5\)

• Under sub-component 3.2 (Food and Feed Production), the RPLRP will promote increased food and feed production among agro-pastoralists in the Ethiopian ASALs through the introduction of drought tolerant food crop and fodder species in agro-pastoral areas and expansion of small scale irrigation. \(^6\)

• Under sub-component 3.3 (Livelihoods Diversification), the RPLRP will promote viable livelihoods for pastoral households and alternatives for the people moving out of pastoralism. It will encourage the emergence of cooperatives and pastoral common-interest groups around alternative livelihoods, providing financial support through a revolving fund\(^7\) to develop Income Generating Activities (IGAs) including along the value chains and cross-border trade.

15. Component 4: Pastoral Risk Management (AF of US$3.7 million). This component aims at enhancing drought-related hazards preparedness, prevention and response at the national and regional levels.

• Under sub-components 4.1, 4.2 and 4.3 RPLRP will enhance the capacity of Ethiopian actors, in addition to stakeholders in Kenya and Uganda, to respond to drought related risks faced by pastoralists in a timely and appropriate manner. Coordination with other initiatives related to Early Warning Systems and other projects’ specific flexible funds for emergency responses to crisis will be done at the cross-pillars (DRM, Livestock and NRM) task force under RED&FS.


• Under the sub-component 5.1 and 5.2, RPLRP will enhance the coordination and management capacity of relevant institutions to deliver the project in Ethiopia.

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\(^5\) Revolving funds will be managed by available grassroots financial institutions such as MFIs or financial cooperatives for a fee through a contractual agreement. Modalities for the management of the revolving fund are elaborated in the PIM.

\(^6\) This will include research grants to selected research centers for adaptive research. Specific guidelines for management of such grants are elaborated in the PIM.

\(^7\) As in the case of revolving funds that avail credit to CAHWs, revolving funds for cooperative credit will be managed by available grassroots financial institutions such as MFIs or financial cooperatives for a fee through a contractual agreement. Modalities for the management of this revolving fund are elaborated in the PIM.
5. Financing

17. The expected cost of the proposed AF for Ethiopia is US$75 million equivalent, which will be financed through an IDA allocation over a five years period. This AF will add to the existing IDA funding of US$122 million equivalent allocated for the activities in Kenya, Uganda and IGAD during the first phase.

Source: ($m.)
BORROWER/RECIPIENT
International Development Association (IDA)
Total

6. Implementation

18. The project will be implemented through existing government structures by various institutions at different levels of government (Federal, Regional states, Zonal and Woreda). The MoA will be the lead executing agency with the overall responsibility for coordinating all aspects of the project including contributions by the different key ministries/agencies under the five components of the project.

19. RPLRP’s oversight will be performed at Federal, Regional states, Zonal and Woreda levels by, respectively, a Federal Steering Committee (FSC), Regional Steering Committees (RSCs), Zonal Steering Committees (ZSCs) and Woreda Steering Committees (WSCs). Across the different project levels, Steering Committees’ key roles and functions will include: (i) review of project’s progress towards the PDO, based on performance reports, (ii) validation of Annual Work Plans and Budgets (AWP&Bs) submitted by the respective Program coordination Units (PCUs), and (iii) provide oversight and strategic guidance. The MoA has established a FSC comprised of key officials from relevant line ministries, agencies and various stakeholders to oversee the implementation of the Drought Resilience and Sustainable Livelihood Initiative (DRSLI), to which RPLRP contributes: the Federal Drought Resilience Initiative Steering Committee (FDRISC) with the Federal Program Coordinator (FPC) as secretary. The FSC will ensure RPLRP’s oversight. The FDRISC is chaired by the State Minister of Livestock Development Sector of the MoA.

20. To coordinate activities under the national Pastoral Drought Resilience and Livelihood Program (PDRLP meant to implement the CPP) with the support of various projects, including the African Development Bank (AfDB)-funded Drought Resilience and Sustainable Livelihoods Project (DRSLP), the German and IDC initiatives, the MoA has established the Federal PDRLP Unit accountable to the State Minister of the Livestock Development Sector. The implementation of the RPLRP will also be coordinated by this Unit. The PDRLP National Coordinator will serve as RPLR project coordinator. To fill gaps, the project will recruit one DRM specialist, one rangelands management specialist, one safeguards specialist, one FMS and an accountant, one Procurement Specialist and one Livestock Specialist.
21. Regional Coordination Units have also been established in Afar and Somali Regions already (within the Bureau of Pastoral and Agricultural Development (BoPAD) and Bureau of Livestock, Crop and Rural Development (BoLCRD) respectively) and will be used by RPLRP. In addition, Regional PCUs and Woreda PCUs will be created in Regions (Oromiya and SNNPR) and Woreda where such structures haven’t been created at the moment of inception of the RPLRP. As needed, same staff (excepted safeguards specialists) will be recruited in each of the Regional PCUs. These units will be supporting all pastoral resilience-related projects of the DRSLP and will be responsible for: coordination, annual planning, follow-up and reporting on project activities, fiduciary management and reporting, liaison with federal stakeholder groups, project communication, overall knowledge management, M&E and learning, strategic staff capacity-building and mobilization. At the regional level, the bodies involved in the implementation and oversight are: the BoPAD in Afar region; the BoLCRD in Somali region; the Bureau of Pastoral Affairs (BoPA) in Southern Nations, Nationalities and Peoples region; and Pastoral Commission (PC) in Oromiya region.

22. Technical advisory committees will be established at Federal, Regional, Zonal\(^8\) and Woreda levels. Across the different project levels, the Technical Committees’ role will include: (i) reviewing, providing recommendations and advise on improving the AWP&Bs submitted by the respective PCUs, (ii) providing technical advisory services on implementation modalities, (iii) providing institutional capacity building to PCUs and to relevant implementation entities and, (iv) ensuring coordinated implementation between the various “resilience projects” in pastoral areas, and (v) reviewing and analyzing all documents prepared under the project’s responsibilities providing recommendations and advising on improvement.

7. Sustainability

23. **Institutional Sustainability:** The RPLRP will build capacity of pastoralists and agro-pastoralists communities to maintain investments in their livelihoods, with emphasis on managing their natural capital. The RPLRP will also strengthen sub-national-, national- and regional-level institutions by reinforcing coordination and collaboration across levels (contributing to ongoing devolution processes, where applicable) and expanding links with other institutions and partners. Rather than creating new implementation structures, the project will build on existing ones, ensure consistency with those proposed in each country’s CPP, and try to use the implementation structures of projects with similar objectives. The role of implementing institutions will also be enhanced as service providers. The RPLRP aims to strengthen and consolidate the M&E systems, by developing capacity at various levels.

24. **Economic Sustainability:** The RPLRP aims at building pastoral and agro-pastoral communities’ resilience, that will translate into (i) a reduction of animal mortality rates during droughts, due to improved access to natural resources for grazing, animal health services and drought tolerant fodder; (ii) higher off-take rates during droughts due to improved early warning systems and response mechanisms (e.g., commercial destocking in line with LEGS); and (iii) a faster recovery period due to the improved access to primary and

\(^8\) Only in the SNNP and Oromia Regions.
secondary markets to facilitate restocking. The built-in farmers’ empowerment and participation through pastoral field schools will ensure that the technology, knowledge and support provided by the project respond to farmers’ choices and preferences.

25. **Physical Sustainability:** All pastoralists and agro-pastoralists groups will receive support from advisory services to enhance dimensions of physical sustainability related to land and water management. In addition, pastoralists and agro-pastoralists groups will be trained in environmental safeguards to ensure that investments are environmentally sound.

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

26. The RPLRP design is based on two fundamental premises, on which there is an increasing body of evidence: (i) enhancing risk management by pastoralists is more cost-effective than providing humanitarian assistance—particularly since in the face of drought they are not only faced with food shortages but also lose livestock, which is their source of livelihood; and (ii) pastoralists’ mobility is a key factor for efficient use and protection of rangelands, and underlies the ability of pastoralists to manage risks, adapt to climate change, and maintain viable livelihoods. Given the cross-border nature of the resource base and hence many pastoralists’ movements, regional approaches to policy formulation and developmental interventions have particular benefits for enhancing pastoralists’ livelihood resilience. This is critical for pastoralists livelihoods in the ASALs of Ethiopia, Kenya and Uganda and RPLRP thus combines disaster risk management (e.g., early identification of the onset of droughts, promotion of commercial destocking of animals, protection of reproductive stock and introducing insurance mechanisms), a range of livestock specific interventions, improved access to natural resources across national boundaries and regional trade in livestock as a means of enhancing pastoralists’ livelihood resilience. RPLRP promotes risk management rather than emergency response for building pastoral livelihood resilience and facilitates pastoralists’ mobility by enhancing their access to natural resources across boundaries (through the development of rangelands with cross-country significance and water points on migration routes) and promoting regional livestock trade.

27. The project has built on lessons learned from Ethiopia’s Pastoral Community Development Project (PCDP) series that have shown that empowered pastoralist communities can be effective in planning for, investing and implementing investment projects. Such investments, nevertheless, need to be complemented with strategic interventions to enhance the opportunities available for pastoralists. Thus, while RPLRP investments are undertaken in consultation with communities and through decentralized implementation modalities, strategic interventions and investment (rehabilitation of shared rangelands, water resources development, livestock value chain development, control of zoonotic animal diseases, and development of regional markets) will be also implemented based on technical studies and aimed at improving opportunities available to pastoralists. Experience in implementing DRM in Ethiopia also points to the importance of investing along the entire disaster preparedness-

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9 Food aid remains important given critical food shortages faced by pastoralist households triggered by recurring shocks and the PSNP covers the food needs of such households. RPLRP complements this with interventions aimed at sustaining pastoralists’ livelihoods when faced with shocks (as opposed to meeting their food needs) beyond their survival or the protection of assets from distress sales.
mitigation-response-recovery continuum. The GoE has developed a comprehensive DRM framework for both pastoral and sedentary communities: the DRM Strategic Program and Investment Framework (DRM SPIF). RPLRP’s pastoral disaster risk management activities will be implemented within the framework of the DRM SPIF.

28. The project also responds to several of the lessons learned from Kenya’s Arid Lands Resource Management (ALRMP) project that are applicable to the Ethiopian ASALs as much as they are for Kenya. Key lessons flagged in the Implementation Completion Report for ALRMP II include:

a) **Adaptation to longer-term climate change can be pursued jointly with management of short-term emergencies**, but the latter requires explicit attention. ALRMP II highlighted the need to redirect efforts towards drought management, recovery and protection of livelihoods during times of shock while maintaining a focus on longer-term adaptation.

b) **Conflict resolution should be integrated into natural resource management projects in fragile areas experiencing stress.**

c) **Building pastoralist livelihood resilience requires time, putting communities in the drivers’ seat, and sound risk minimization arrangements.**

d) **It is important to design programs in ASAL areas with a focus on related governance risks.** ASAL projects face particular risks reflecting the challenging environment that pastoralists inhabit, related conflict, issues of capacity, limited infrastructure, and the challenges of engaging with dispersed, mobile pastoralists.

9. **Safeguard Policies (including public consultation)**

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10. **Contact point**

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