

**COMBINED PROJECT INFORMATION DOCUMENTS / INTEGRATED  
SAFEGUARDS DATA SHEET (PID/ISDS)  
CONCEPT STAGE**

**Report No.: PIDISDSC15743**

**Date Prepared/Updated:** 20-Nov-2015

## I. BASIC INFORMATION

### A. Basic Project Data

<b>Country:</b>	Mali	<b>Project ID:</b>	P157233		
		<b>Parent Project ID (if any):</b>			
<b>Project Name:</b>	Mali Reinsertion of Ex-combatants Project (P157233)				
<b>Region:</b>	AFRICA				
<b>Estimated Appraisal Date:</b>	14-Mar-2016	<b>Estimated Board Date:</b>	31-May-2016		
<b>Practice Area (Lead):</b>	Social, Urban, Rural and Resilience Global Practice	<b>Lending Instrument:</b>	Investment Project Financing		
<b>Sector(s):</b>	Other social services (20%), Vocational training (30%), General agriculture, fishing and forestry sector (50%)				
<b>Theme(s):</b>	Conflict prevention and post-conflict reconstruction (100%)				
<b>Borrower(s):</b>	MINISTRY OF FINANCE				
<b>Implementing Agency:</b>	Ministry of Defense and Veterans Affairs / DDR Working Group				
<b>Financing (in USD Million)</b>					
	<b>Financing Source</b>	<b>Amount</b>			
	BORROWER/RECIPIENT	0.00			
	IDA Grant	15.00			
	Total Project Cost	15.00			
<b>Environmental Category:</b>	C - Not Required				
<b>Concept Review Decision:</b>	Track II - The review did authorize the preparation to continue				
<b>Is this a Repeater project?</b>	No				
<b>Other Decision (as needed):</b>					

## B. Introduction and Context

### Country Context

1. In early 2012, there was a military coup and occupation of the northern regions by rebel armed groups, followed by operations led by French military in January 2013, which then ceded to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) in July 2013. Presidential elections were held peacefully in July and August 2013. Peace negotiations between Government and two coalitions of armed groups, namely the “Platform” and “Coordination” groups, concluded with the signing of Algiers Peace Agreement on 10 June 2015.
2. As a sparsely populated and predominantly desert country, Mali has an undiversified economy. Roughly 10% of Mali’s population of 15 million live in the northern regions of Gao, Kidal and Timbuktu – which represent two-thirds of the entire country geographically. Service delivery is challenging in Mali’s conditions, which has had a negative impact on social cohesion between communities and regions. Poverty is high and the majority of poor people live in rural areas, with almost 90% country’s poor living in rural communities concentrated in the south where population density is highest.
3. Confronting a number of political, social, security and climatic challenges, the Malian society has faced dramatic transformations. Today there is consensus that the causes of the conflict and fragility are multi-layered and go beyond the narrative of an under-served region populated by a frustrated ethnic group that has been vying for self-determination. The existing conflict drivers are further exacerbated by population growth and climate change, which brought further stresses on livelihoods. Under the prevailing circumstances of poor governance and weak institutions, militarization of the society and membership to terrorist and other armed groups, criminal networks and cross-border organized crime have provided opportunities to the youth, where the challenges are ultimately rooted in poverty and lack of socio-economic opportunities.
4. The Algiers Agreement lays a strong foundation for decentralization and sets out objectives concerning policy and institutional issues, defense and security, socio-economic and cultural development, reconciliation, justice and humanitarian issues. The Disarmament, Demobilization and Reinsertion (DDR) and Integration of ex-combatants is highlighted as a key aspect under the defense and security section of the peace agreement. The proposed project constitutes the World Bank contribution to the overall DDR program. The Government will receive support for the disarmament and demobilization stages in particular through MINUSMA.

### Sectoral and Institutional Context

5. In 2014, the Government established a technical DDR working group to prepare the national DDR strategy and an operational plan. The National DDR Strategy, which provides a detailed outlook and expectations from the DDR program, was shared with the Office of the Prime Minister in July 2015. The strategy incorporates lessons learned from previous DDR efforts both in Mali and in other countries with relevant experiences, and discusses each component of the planned DDR program. The Government is in the process of creating a DDR Commission that will have a mandate to implement the DDR program and act as counterpart. MINUSMA is working on the cantonment process through which the armed groups will go through disarmament and demobilization (DD). The Government, MINUSMA and the armed groups will share responsibility in ensuring the disarmament and demobilization activities are carried out as discussed in the peace agreement. The Bank operation will only commence following the DD and provide support to demobilized ex-combatants.

## **Relationship to CAS/CPS/CPF**

6. The Interim Strategy Note (ISN) for Mali covered FY14-15 period, and the Bank is currently finalizing the Country Partnership Framework (CPF) which will guide Bank engagement in FY16-19. The upcoming CPF focuses on governance and builds on the progress made through the ISN program. A Systematic Country Diagnostic for Mali (July 2015) underlines the urgency of improving livelihoods for sustainable poverty reduction. Building on the ISN lessons and the diagnostic's findings, the CPF focuses on three engagement areas for the World Bank: (i) improving governance, (ii) creating economic opportunities, and (iii) building resilience. The proposed project will support the national DDR program through providing targeted reinsertion assistance to demobilized ex-combatants and their dependents. As such, the project is aligned with CPF objectives of creating economic opportunities and building resilience. Further, as noted in the CPF, the Bank will build on the technical assistance provided to the Mali DDR process during FY14-15 and will allocate financial support to DDR, which is a foundational aspect of the Algiers Peace Accord.

## **C. Proposed Development Objective(s)**

### **Proposed Development Objective(s) (From PCN)**

7. The proposed project development objective is to support the socio-economic reinsertion of demobilized ex-combatants.

### **Key Results (From PCN)**

8. The following are the PDO-level results indicators:

- Number of direct project beneficiaries (disaggregated by gender, armed group)
- Individual direct beneficiaries participating in an economic activity (disaggregated by gender, individual or economic association, agrarian/non-agrarian)
- Direct beneficiaries report social acceptance by their communities (disaggregated by gender, individual or economic association, agrarian/non-agrarian)
- Members of communities of return report social acceptance of ex-combatants (disaggregated by gender)

## **D. Concept Description**

9. It is estimated that approximately 4,000 members of armed groups will be eligible for the overall DDR Program. A portion of this group will be integrated into the state security structures as articulated in the peace agreement. The Government and MINUSMA are expected to finalize the profiling of ex-combatants to determine the final numbers of two groups of ex-combatants, namely those who would be integrated into state security structures and those who would participate in the Reinsertion process. In this context, it is expected that DDR will be implemented in two phases. In the first phase, DD activities would be completed by the Government, MINUSMA and the armed groups as a joint effort. The construction and management of cantonments, support during cantonment, and transportation of ex-combatants to and from disarmament and demobilization centers will be financed and managed by the Government and MINUSMA.

10. The Bank-financed operation – Mali Reinsertion of Ex-combatants Project (MRP) - would commence only after DD is formally completed. As such, the primary beneficiaries of the MRP would be ex-combatants who are disarmed and demobilized after the cantonment process and those who do not go through the integration process.

11. The project would achieve the proposed PDO through the following components: (i) reinsertion support to ex-combatants, (ii) reinsertion support to ex-combatants households (or, family support), (iii) targeted support to vulnerable groups in DDR, (iv) enhanced technical assistance, and (v) project management, technical assistance, sensitization, and monitoring and evaluation (M&E).

#### Component 1: Reinsertion support to ex-combatants

12. Reinsertion activities will primarily focus on providing a foundational set of skills to ex-combatants as they begin their transition to civilian life. In addition to the economic aspect, through social reinsertion and community sensitization activities, the project will aim at contributing to ex-combatant and his or her family's acceptance by the communities. While the primary beneficiaries will be ex-combatants, the project will seek to involve local community members, particularly the youth. The focus of reinsertion assistance will be on improving their livelihoods, i.e. trainings (new or refresher courses), including vocational skills, literacy and numeracy, relevant and targeted life skills, entrepreneurship, small business, and financial literacy, and cooperative/association set-up. This will include tailor-made activities to promote social reintegration, cohesion and reconciliation. These activities will be developed through participatory and inclusive discussions. Activities may also include cultural and awareness activities, community trainings on gender and sexual based violence, and civic education.

#### Component 2: Reinsertion Support to Ex-Combatants Households

13. Based on the lessons learned from previous reinsertion and reintegration operations, the project would assist households of ex-combatants through primary support to the spouse (or a designated individual in the absence of spouse) and some additional support to other household members. In this context, in addition to the support given directly to the individual ex-combatant, the project would assist ex-combatants' households via primary support to the spouse to help the families cope with the complexities related to ex-combatant's return. This assistance will be in the form of a support package including reinsertion sensitization, life skills training, and basic livelihoods as well as psycho-social counseling. This support is designed to increase the likelihood of the ex-combatants' successful reintegration into communities by complementing the individual support with family support, increasing livelihood capacity of the household, and reducing the immediate financial demands on the ex-combatant.

#### Component 3: Support to Vulnerable Groups

14. Vulnerable groups include adult ex-combatants that are (i) female, (ii) disabled, and/or (iii) psycho-socially traumatized. A gender sensitive lens will be applied to ensure differentiated needs of male, female and vulnerable beneficiaries are taken into account. Mali DDR officers will be trained to work with female and vulnerable ex-combatants. This component will provide specialized support to chronically ill and disabled, and/or traumatized ex-combatants. The Bank will provide technical assistance early on to develop a clear strategy for support to the vulnerable groups.

#### Component 4: Project Management, Technical Assistance, Sensitization and M&E

15. This component will finance four main activities: (i) project management, (ii) technical assistance, (iii) sensitization, and (iv) M&E. Project Management will cover overall administration and management of project activities. The DDR Commission will be responsible for project administration and management, oversight of project activities, and coordination with internal and external partners. This component will finance the national commission office and will provide complementary support for the establishment and operationalization of regional offices (areas to be identified). The Commission will be supported with enhanced Bank technical and advisory assistance. This will be carried out by a team of specialist short-term consultants that will provide support on a number of thematic area such as reinsertion, DDR Management Information System, vulnerable groups, M&E, and communications.

16. A strong M&E system including a customized DDR Management Information System (MIS) will ensure that project progress is measured. Apart from continuous monitoring of project activities, the M&E would contain a baseline survey and community survey, annual evaluation, mid-term review, sporadic evaluations if the need arises, and a final evaluation. Sensitization and communication will involve a robust communications and public information strategy to establish a climate of trust regarding the reinsertion process. These activities will help beneficiaries and communities to better understand DDR, help manage expectations, and promote social reinsertion efforts.

17. Communication and sensitization activities will not be limited to disseminating information but will provide a voice to the project beneficiaries and, therefore, involve bottom-up communication approaches such as community meetings and beneficiary outreach. This will strengthen the citizen engagement aspect of the proposed project.

## **II. SAFEGUARDS**

### **A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)**

Though the conflict-prone regions are in the north, namely Gao, Kidal and Timbuktu, representing two-third of the national geography, the project bears a national coverage perspective depending on the areas where the 4,000 ex-combatants wish to be socio-economically re-integrated.

### **B. Borrower's Institutional Capacity for Safeguard Policies**

Country has a proven experience in dealing with such post-conflict operations. Moreover, lots of experience have been built overtime in the implementation of social protections and CDD-types of projects. In light of the above, the country is fit to tangibly implement such operation. Though the project is been rated category C, as no safeguards policy is been triggered, the project will however include a Social Scientist in the project implementation unit (PIU) to ensure adequate follow up on broader social development issues (i.e. social inclusion, vulnerability, social accountability, citizen participation and engagement, etc.). The Social Scientist will be trained by the WBG Social and Environmental Specialists and work in tandem to ensure the project is socially sound.

### **C. Environmental and Social Safeguards Specialists on the Team**

Cheikh A. T. Sagna (GSU01)

Hocine Chalal (GEN07)

### **D. POLICIES THAT MIGHT APPLY**

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

## E. Safeguard Preparation Plan

### 1. Tentative target date for preparing the PAD Stage ISDS

14-Mar-2016

### 2. Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the PAD-stage ISDS.

Project being a category C project, and no safeguards policy triggered, therefore no safeguard-related studies are required.

## III. Contact point

### World Bank

Contact: Abderrahim Fraiji

Title: Senior Operations Officer

### Borrower/Client/Recipient

Name: MINISTRY OF FINANCE

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### Implementing Agencies

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Contact: Eloi Togo

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#### **IV. For more information contact:**

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#### **V. Approval**

Task Team Leader(s):	Name: Abderrahim Fraiji	
<b><i>Approved By</i></b>		
Safeguards Advisor:	Name: Johanna van Tilburg (SA)	Date: 06-Jan-2016
Practice Manager/ Manager:	Name: Robin Mearns (PMGR)	Date: 06-Jan-2016
Country Director:	Name: Paola Ridolfi (CD)	Date: 11-Jan-2016

1 Reminder: The Bank's Disclosure Policy requires that safeguard-related documents be disclosed before appraisal (i) at the InfoShop and (ii) in country, at publicly accessible locations and in a form and language that are accessible to potentially affected persons.