

Response of IBRD on Approval by mail: Niger: Community Action Project for Climate Resilience (CAPCR)

NIGER GOVERNMENT AND WORLD BANK RESPONSE TO THE COMMENTS OF GERMANY TO THE PROPOSED CAPCR PROJECT

INTRODUCTION

Representatives of Germany have made a number of pertinent and very much appreciated comments and suggestions to the draft of the project appraisal document (PAD) of the Community Action Project for Climate Resilience (CAPCR) in Niger. These comments have been considered to improve the PAD.

Strategic partnership with Germany and GIZ operations in Niger is very important. GIZ representatives have participated in the preparation of the Strategic Program for Climate Resilience of Niger (SPCR/Niger), and meetings were held with them and the World Bank team were held during the preparation of the CAPCR. Although their direct participation in the joint missions was not possible at that time, because of German concerns about the political situation in Niger, it was agreed that the forthcoming GIZ project in Niger would build on and complement the CAPCR approach.

Please find hereafter key responses on the issues raised by the German note.

1. ANALYSIS OF CLIMATE CHANGE IN NIGER

The CAPCR is part of the SPCR/Niger, whose formulation was based on deep analytical work and studies that focused on climate issues and the way climate risks affect local production systems and livelihoods. The key findings of these studies that have been shared with the Pilot Program for Climate Resilience (PPCR) subcommittee following the first joint mission were synthesized *in the first sections of the SPCR document*. These documents are attached to the present letter to the attention of the German representatives.

The SPCR led to the identification of **4 distinct and complementary projects**, each focusing on specific resilient measures: CAPCR is focusing on sustainable land management (SLM) and social protection of most vulnerable communities, the Mobilization and Development of Water Resources Project (PROMOVARE) on irrigation and sustainable water management, the Climate Information Development and Forecasting Project (IPDC) on climate information dissemination and the IFC project on private sector activities (including weather-based insurance index and other measures).

2. IS CAPCR A CONVENTIONAL RURAL DEVELOPMENT PROJECT?

The CAPCR is not 'a conventional rural development project'. Its goal is to make local production systems more climate-resilient by introducing social protection concerns, and also to address the situation of the poorest and most vulnerable households and integrate them into an economic growth paradigm.

While dealing with natural resource management practices proven to enhance resilience to climate change, scaling up well known and effective technologies, and adopting poverty reduction measures, this project is **truly innovative** with regard to resilience to climate change because it:

- (i) attempts to create strong linkages between improved, climate-sensitive sectoral policies and local level climate-sensitive planning.
- (ii) mainstreams climate change concerns in the decentralization process
- (iii) stresses the key role of local governments for a climate-sensitive local development planning and monitoring;
- (iv) combines social, environmental and economic concerns as part of measures for reducing the vulnerability of local communities
- (v) roots all its activities in adequate Climate Change institutional frameworks;

On one hand, CAPCR includes activities aiming at making ecosystems more resilient to climate change, by supporting local livelihoods. On the other hand, it supports local livelihoods by stressing the importance of environmental and climate issues.

3. ABOUT BENEFICIARIES

Although the number of beneficiaries cannot really be estimated for Components 1 and 3, it is only fair to indicate that activities implemented under these components will benefit all Nigeriens through adequate climate-sensitive law, policies and development strategies. Assessing the quantitative impact of adequate and innovative sectoral policies, which would better reflect real and urgent issues (such as the impact of climate variability and change on local livelihoods), is rather difficult.

However, a quantitative estimation of beneficiaries is provided only for Component 2: about 13% of the Nigerien population and 17% of Nigerien rural municipalities.

More particularly, a breakdown of the total beneficiaries of activities under component 2.2 is the following:

- **Protection and rehabilitation of socio-economic facilities.** About 210 facilities will be rehabilitated or built, i.e., about 5.5 facility per Commune. It would be fair to say that the facilities will directly affect at least 20% of the total population of these Communes, i.e., at least 200,000 persons.
- **Cash transfers** will benefit about 18,000 households, that is about 115,000 persons
- **Distribution of vouchers** will affect about 18,000 households (but, one can assume that they are roughly the same households benefiting from cash transfers).
- **Seasonal wage labour** will affect 20,000 workers. Even with the assumption that each individual household will provide only 2 members, it may be estimated that at least 10,000 households will benefit from this activity.

The team recognizes that one quantitative indicator cannot capture all these impacts and is accordingly proposing to revise the Logical framework as follows:

- (i) **By reformulating the key indicators for intermediate outcomes:**
 - Number of collective socio-economic facilities built or rehabilitated
 - Number of targeted women heads of households who have received regular cash transfers
 - Number of seasonal workers (including women) who have been selected and have participated in wage works
 - Percentage of targeted households affected by cumulative social protection initiatives (particularly targeting women and children)
- (ii) **By adding two qualitative indicator:**

- Degree of improvement of hhds resilience to climate change (through gender-sensitive initiatives) (measured against a range of parameters, such as: adoption of alternative livelihoods, improved household food security, increased revenues from income generating activities, etc.)
- Quality of AIPs of participating Communes (measured against a range of parameters affecting the sustainability of local livelihoods)”

(iii) ***By reformulating all the related cumulative targets.***

The Logical Framework will be confirmed upon review by the Africa Region’s Development Effectiveness Unit, and finalization of the PAD based on the Appraisal results.

4. ABOUT SECTORAL POLICIES

Many partners (UNDP, GIZ, Japan cooperation, Care international) are already working on some sectoral policies but with different approaches and methodologies. Thanks to the consultation work undertaken during the preparation of the SPCR and the CAPCR, it was agreed to build a common approach through a comprehensive guideline and to focus the CAPCR on three key sectors: Water, Health and Road. In this context, and in consultations with the main stakeholders (national institutions including CNEDD and international partners UNDP, GIZ, EU), the GIZ climate proofing tool was used to reinforce the CNEED capacities through dedicated workshops and the tool was also used to elaborate the comprehensive guideline to mainstream climate change concerns in sectoral and local policies.

Mainstreaming, throughout the CAPCR, climate change issues in health, water and road sectors strategies will help mitigate and reduce these sectors own vulnerability and will have direct positive impacts on local livelihoods and the productivity of local production systems:

- A more climate-sensitive ***‘Water sector policy’*** would focus on better understanding/integrating rainfall models and stream-flows projections into efficient policy and intervention decisions. The assumption is that even small climate anomalies have significant impacts on rainfall regime and, therefore, on the different agro-ecological zones of the country and their production systems (for instance, by triggering shifts of isohyets, modifying yields of agricultural and pastoral production, and causing important migrations of pastoral groups towards more humid – and are already saturated – areas, etc.).
- A more climate-sensitive ***‘Health sector policy’*** would better understand/integrate climate-related pathologies (such as massive outbreaks of malaria, dengue, cholera and respiratory diseases) and the dynamics of their transmission. The assumption is that, by supporting appropriate research and prevention and by building adequate capacities at local level (timely control, diagnostic and treatment), a climate-sensitive Health policy could considerably affect the livelihoods of the populations (especially the more vulnerable categories of people, such as women, children and elders) and the productivity of their economic activities.
- A more climate-sensitive ***‘Road sector policy’***, would support adequate design and maintenance of roads (and underlying research), key element to favour social and economic links among all the regions and strengthen or revitalize trade, market, circulation of people and goods, and exchanges.

Linkages between climate-resilient sectoral policies and improved livelihoods of vulnerable households were better stressed in the revised project document.

5. ABOUT CLIMATE SENSITIVE PLANNING AT THE LOCAL LEVEL

During the preparatory phase of the proposed CAPCR, and based on the GIZ climate proofing tool, *a Guide* has been elaborated demonstrating: (i) how to integrate climate resilience principles into the existing local development planning manual, and (ii) how to ensure the participation of local governments, community organizations and civil society in climate-sensitive local development planning. (See accompanying documentation). The revised PAD makes a more explicit reference to this Guide.

6. ABOUT KEY CLIMATE-RELATED INFORMATION FOR LOCAL GOVERNMENT

During the 'CAPRC preparatory phase', a document on '*communication strategy*' has already been prepared. (See accompanying documentation). This strategy is about general sensitization and social mobilisation on climate risks and adaptation measures.

However, it should also be pointed out that, within the SPCR/Niger, a dedicated investment project - the 'Climate Information Development and Forecasting Project' (PDICP) (\$US 13 million), has been especially proposed to respond to the issue of sharing and disseminating climate-related information for local government. This project will be implemented with support from AfDB and will be coordinated by the SPCR strategic coordinating unit. The project will address the key issues of providing local government and other local stakeholders with basic information on climate and meteorological parameters and the ways of integrating this information into local development planning. The revised PAD has a more explicit reference to this project (which is still under preparation).

7. ABOUT QUALITATIVE INDICATORS

Generally speaking, the proposed indicators are both qualitative and quantitative:

- 'Qualitative' because they concern LDPs and AIPs that are key tools to integrate climate change and resilience activities, and will have to be approved by the project steering committee.
- 'Quantitative', because the main objective is to measure the number of DPLs and AIPs that are climate resilient (against a range of objective parameters).

See also Comment n.3 (ii) above about the integration of two 'qualitative' indicators in the revised PAD:

- Degree of improvement of households (hhds) resilience to climate change (through gender-sensitive initiatives) (measured against a range of parameters, such as: adoption of alternative livelihoods, improved household food security, increased revenues from income generating activities, etc.)
- Quality of AIPs of participating Communes (measured against a range of parameters affecting the sustainability of local livelihoods)"

8. ABOUT IMPLEMENTATION ARRANGEMENTS

Clear and precise implementation arrangements are very important. This is the reason of a substantial effort during the preparatory phase of the CAPCR. In particular, implementation arrangements of component 2 have been explained in detail in the following documents:

- (i) Manual of operations,

- (ii) Manual of execution,
- (iii) Guidelines for M&E.

These documents are available and will be shared with German representative. It should also be pointed out that the preparation of these manuals largely benefitted from the experience of the GIZ, PAC and other stakeholders.

9. GENDER

As mentioned above, the indicators have been revisited to better reflect qualitative vs. quantitative concerns and gender issues. The new proposed indicators are the following:

- Number of targeted women heads of hhds who have received regular cash transfers
- Number of seasonal workers (including women) who have been selected and have participated in wage works
- Percentage of targeted hhds who are affected by cumulative social protection initiatives (particularly for women and children)
- Degree of improvement of hhds resilience to climate change (through gender-sensitive initiatives) (measured against a range of parameters, such as: adoption of alternative livelihoods, improved household food security, increased revenues from income generating activities, etc.)

10. LEARNING, 'SCALING UP', AND COLLABORATION WITH RESEARCH CENTERS

A key assumption of the proposed project is that, while adaptations to climate change is a new area, Nigerien populations as drylands inhabitants are considerably aware of climate issues and have already developed several strategies to adapt to an important climate- variability. The assumption of benefits deriving from such strategies for adaptation to climate change has been proven by numerous studies done by WB, GIZ, and others.

The scope of the proposed project is to scale up community-based adaptation and coping strategies and to support adaptive learning. Here, the term 'scaling up' has two meanings:

- (i) It implies large replication of adaptation initiatives *per se* and adoption by a larger number of producers/households.
- (ii) It also implies the notion the bottom-up 'policy chain', from the community level up to higher levels of decision making within the country, as well as globally through the PPCR, with the objective to better advise for decision making

In terms of collaboration with university and research centers, it should be noted that the CAPCR will benefit from the general collaboration and partnership established by the SPCR/Niger and the University and national and sub-regional research centers (many are located in Niamey).

- The University Abdou Moumouni of Niamey, which has been involved in the preparation of the PPCR, in general, and the CAPCR, in particular, will participate in carrying out appropriate research on climate modelling and meteorological information.
- AGRHYMET, ABN, and ACMAD: most programmes and projects of these institutions have a sub-regional dimension and the SPCR is a real opportunity for strengthening their activities and initiatives in Niger (for instance the ClimDev-Africa Initiative, Vigirisc, etc.). Forms of collaboration have been identified with AGRHYMET and ACMAD on climate forecasting, as

well as with ABN on scaling up lessons learned on sustainable water management and protection of the Niger River.

- Finally, the concept of 'Adaptive Social protection' already benefits from the research of the Institute of Development Studies (Brighton, UK). During the implementation of the proposed project, different forms of collaboration could help strengthen an approach that combines key elements of social protection, disaster risk reduction and climate change adaptation.

11. DIFFERENT QUESTIONS

a) How to assure sustainability of safety nets on the long run?

In most developed and developing countries, it has been demonstrated that investments in social protection/safety nets are highly cost effective and create sustainable returns. CAPCR, with other projects, aims at demonstrating that the government should give high priority to these programs, to avoid social unrest, massive rural exodus, rural unemployment, food insecurity and mass starvation, diseases and malnutrition. It will also demonstrate that the concept of 'sustainability' should be considered as part of an overall paradigm made up of concepts such as human development, 'socially responsible investment', social justice, social capital, and equity, and the like.

In order to ensure sustainability, the CAPCR attaches a very high importance to institutional arrangements at the local level, including but not limited to the role of municipal Councils, creation/strengthening of inclusive local committees on 'social protection', integration of social protection and safety nets in local development planning, integration of socially marginalized categories of population into local economic growth efforts, etc..

b) What is the role of ANFICT ?

The SPCR has been elaborated in close collaboration with all stakeholders including GIZ and KFW. The common agreement during the finalization of the SPCR document with the Government and Development partners, including GIZ offices, is that due to lack of operability of the Agency for the Investment of Local Municipalities (ANFICT) and also lack of their participation in the preparatory phase despite several invitations, it was agreed to be more realistic and pragmatic in this regard. ANFICT is an important stakeholder. However, consultations with development partners (GIZ, KFW, UNDP, EU, etc.) need to be held to agree on how to strengthen its institutional capacities in the medium and long term. As the GIZ office was waiting for the installation of the new local government before starting the conceptualization of its new program, it was agreed to continue our exchange in this regard.

c) What is the role of the CNEDD

The National Council of Environment for a Sustainable Development (CNEDD) and other national implementing entities will play a key role in strengthening strategic partnerships between LUCOP and CAPRC and, in general, PPCR/Niger. In particular the CNEDD is responsible to mainstream climate change issues in sectoral strategies, the CAPCR and other development partners will support and reinforce the CNEDD capacities to achieve this objective.