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Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 19-Apr-2020 | Report No: PIDA29196

BASIC INFORMATION

A. Basic Project Data

Country	Project ID	Project Name	Parent Project ID (if any)
Africa	P173702	Emergency Locust Response Program	
Region	**Estimated Appraisal Date**	**Estimated Board Date**	**Practice Area (Lead)**
AFRICA	22-Apr-2020	20-May-2020	Agriculture and Food
Financing Instrument	**Borrower(s)**	**Implementing Agency**	
Investment Project Financing	Republic of Djibouti, Federal Democratic Republic of Ethiopia, Republic of Uganda, Republic of Kenya	Office of the Prime Minister, Uganda-Ministry of Agriculture, Animal Industry and Fisheries, Food Security Coordination Directorate, Ministry of Agriculture, Natural Resources and Food Security, Ministry of Agriculture , Livestock , Fisheries and Cooperation, Ministry of Agriculture, Water, Livestock and Fish Resources	

Proposed Development Objective(s)

To respond to the threat posed by the locust outbreak and to strengthen systems for preparedness.

Components

Surveillance and Control Measures
Livelihoods Protection and Rehabilitation
Coordination and Early Warning Preparedness
Project Management

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

Total Project Cost	160.00
Total Financing	160.00
of which IBRD/IDA	160.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	160.00
IDA Credit	128.50
IDA Grant	31.50

Environmental and Social Risk Classification

High

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

1. **This document describes a programmatic framework approach for a regional response to the Desert Locust crisis, the 'Emergency Desert Locust Response Program', using the Multiphase Programmatic Approach (MPA)**. Four "first mover" countries, the Federal Democratic Republic of Ethiopia, the Republic of Djibouti, the Republic of Kenya, and the Republic of Uganda are included as phase 1 of the MPA.

2. **The worst desert locust plague in decades is threatening the food supply and livelihoods of tens of millions across East Africa, the Middle East, and South Asia**. As of mid-March 2020, 23 countries from Pakistan to Tanzania have been affected. Swarms have spread into the wider East Africa region—ranging from Djibouti to as far south as Tanzania and as far west as DRC, where swarms were last seen in 1944. They have also affected every country on the Arabian Peninsula. The risk for additional outbreaks in the Sahel in June/July and possibly North Africa by October has already been identified based on the upsurge in East Africa and prevailing weather conditions forecast to start in July 2020. The extent to which the locusts can travel during a plague—known as the invasion area—includes an area of some 32 million km2 and the swarms thus far have moved well into that invasion area.

3. **The desert locust (Schistocerca gregaria Forskål) is the most dangerous migratory pest in the world.** It is a voracious eater and highly mobile when traveling in swarms, traits that make it a

formidable threat to livelihoods and food security. Each insect can consume its body mass each day (2 g), and when swarming, can travel up to 150 km or more in a day. A small swarm (1 km2) can comprise as many as 80 million locusts and can consume the same amount of food in one day as 35,000 people. Larger swarms, like the one covering 2,400 km2 spotted in Kenya in late January 2020, can consume as much as 1.8 million metric tons of green vegetation every day, according to the United Nations, equivalent to enough food to feed 81 million people.

4. **The situation is thus extremely alarming and deteriorating rapidly in areas affected by the locusts, according to the Food and Agriculture Organization of the United Nations (FAO).** This is especially true for Kenya, Ethiopia, Somalia, and Yemen. Widespread breeding and hopper development and emergence of new swarms is coinciding with the long rains, the spring cropping season, and the regeneration of spring pasture. In the absence of effective control measures, the number of locusts will multiply exponentially (by as much as 400 times) through June. Under a mid-case scenario, which assumes no or minimally effective control measures, the estimated damage and losses to crops, livestock and related assets for the region could reach as high as US$8.5 billion.

Country Context

5. **The desert locust upsurge in Eastern Africa has been particularly extensive, affecting hundreds of thousands of hectares of farmland and rangelands across the region.** The Government of Djibouti estimated that the damage from infestations on vegetation cover (crops and pastures) caused a loss of around USD 5 million for the six regions of the country (Arta, Dikhil, Ali-Sabieh, Tadjourah, Obock and the Djibouti-City Suburb Areas. In Ethiopia, more than 156 Woredas across 6 Regional States (Afar, Somali, Southern Tigrai, Eastern Amhara, South-Eastern Oromiya, SNNPR) have been affected. This in a country where already 6.7 million people are chronically food insecure. In Kenya, which is experiencing the worst outbreak in more than 70 years, desert locust swarms were reported in 26 Counties by February 2020. Uganda has deployed more than 2,000 military troops to carry out control operations as swarms continue to arrive cross-border from western Kenya. The Federal Government of Somalia declared a national Desert Locust Emergency on 2 February 2020 after locusts were reported in 44 districts.

6. **Although ground and aerial control operations are in progress, most government efforts to combat the locust invasion have been overwhelmed by the volume of the swarms.** Across Eastern Africa, authorities are undertaking coordinated campaigns of ground and aerial pesticide spraying but the scale of the infestation is well beyond local capacity. As the leading agency for desert locust control, the FAO has called, as of mid-April, for more than US$150 million to support crisis response measures thru July 2020 in some countries (Ethiopia, Kenya, Somalia, Sudan, and Yemen), but sizeable gaps remain. So far, the FAO has collected $111 million in cash or pledges but the resource needs remain substantial in both the short and long-term. In addition to urgent locust control measures, cash transfers and other emergency assistance will be needed in the aftermath of locust damage to help meet the immediate needs of affected communities. Once those needs have been met, additional support for the restoration of livelihood and food production systems will be paramount.

Sectoral and Institutional Context

7. **Climate change is a key driver of the current outbreak.** Unusual weather conditions brought on

by one of the strongest Indian Ocean Dipoles (IOD) in 60 years have triggered this plague. The IOD is like the more familiar El Niño, in that it shifts ocean temperatures and generates unusual weather patterns—in this case an unusually large number of strong cyclones in one season. The cyclones caused rains in the Empty Quarter of the Arabian Peninsula and other areas. This triggered excessive vegetation growth, and with an ample food supply, the locust population grew out of control and began to swarm. Rainfall totals that were about 400 above average in East Africa in the autumn of 2019 further added to the conditions that support a locust plague moving so far into that region. At the same time, swarms also moved through Iran and into Pakistan and India, causing damage to food and cash crops.

8. **Fragility, conflict, and violence (FCV) exacerbate the present crisis.** In East Africa and parts of the Arabian Peninsula, locusts are impacting some of the most vulnerable populations. Even before the current locust invasion, the Greater Horn of Africa (GHoA) had already experienced the forced displacement of over 12 million people (including 4.2 million refugees) and had just over 22 million severely food insecure people (IPC3+ or worse) by December 2019. Anticipated food shortages and tightening food markets will likely amplify food insecurity and fragility in hard-hit areas and could further exacerbate population displacement and localized conflict as well as prevent traditional approaches to locust control.

9. **The locust crisis is unfolding as the world is bracing against the COVID-19 pandemic**. Immediate impacts on the locust response are already being felt as supply lines for insecticides and other equipment slow down. Experts coming to aid in the locust response are being delayed in quarantine, if they can travel at all, and response teams need to make sure that they do not import COVID-19 to remote rural locations that have been affected by locusts. Supply will be disrupted due to the disease's impact on people's lives and well-being, but also the containment efforts that restrict mobility and the higher costs of doing business due to restricted supply chains and a tightening of credit. Moreover, border closures, quarantines, and market, supply chain and trade disruptions are likely to restrict people's access to sufficient/diverse and nutritious sources of food, especially in countries hit hard by the virus or already affected by high levels of food insecurity.

10. **Time is of the essence for response.** Beyond the immediate humanitarian concerns above, delayed action substantially increases the final costs of control and rehabilitation. WFP estimated in February 2020 that the failure to mount a timely response to stop the locusts would increase the overall costs for humanitarian response by as much as US$1 billion, while also adding significantly to the medium-term restoration costs.

11. **This rapid and immediate regional response to the locust invasion is framed around three pillars.** First, is "control", the need to help affected countries monitor and assess looming locust dangers, control locust population growth, and curb the spread of swarms, while mitigating the risks associated with control measures**.** Second, is "protect and restore"; countries need to move immediately to improve access to food and basic services for the vulnerable in the short-term, but also to secure the means to generate livelihoods and enhance human capital assets in the future. Third, there is "preparedness"- the need to prevent future outbreaks by strengthening national and regional capacity for *ex ante* surveillance and control operations to facilitate early warning and early response.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

Key Results

12. The project has 4 key PrDO indicators to track the number of countries in the program and their ability to track and respond to the threat of locusts in a timely manner:

- Countries (number) covered by the Program (Number)
- Supported countries (number) with locust control plans developed (Number)
- Countries (number) with strengthened early detection capacity (Number)
- Program funds (amount, US$) disbursed within six months after program effectiveness (Amount (USD))

13. More specific project development indicators track the ability of the project to control locusts and protect and restore production:

- Land area (ha) sprayed for locust control (Hectare (Ha))
- Land area (ha) of affected pasture/rangeland restored to productivity (Hectare (Ha))
- Land area (ha) of affected agricultural land restored to productivity (Hectare (Ha))
- Affected households (number) supported by social safety nets, of which females (percent) are the direct recipient of benefits (Number)

D. Project Description

14. The proposed emergency MPA is a US$500 million overall response of the World Bank Group to prevent and respond to the threat posed by the desert locust outbreak and to strengthen systems for preparedness of eligible countries. MPA objective would be achieved by supporting investments across three pillars that form the technical components of the project:

- monitoring and controlling locust population growth and curbing the spread of swarms while mitigating the risks associated with control measures;
- protecting and rehabilitating the livelihoods of locust-affected households to prevent human capital and asset loss, ensure food security, and return them to productivity; and
- preventing future locust upsurges by strengthening capacity for ex ante surveillance and control operations to facilitate national and regional early warning and early

15. The project would maintain quality despite preparation and implementation under emergency procedures by defining the scope of activities and creating standard operating procedures and guidelines through an operations manual for investment projects under the program. A brief description of the standardized components follows:

Component 1: Surveillance and Control Measures. This component will limit the growth of existing desert locust populations and curb their spread, while mitigating the risks associated with control measures and their impacts on human health and the environment.

Component 2: Livelihoods Protection and Rehabilitation. The objective of Component 2 would be to help protect the poor and vulnerable in locust affected areas from human capital and asset loss, enhance their access to food, and rehabilitate livelihoods that have been damaged or destroyed by swarms.

Component 3: Coordination and Early Warning Preparedness. This component would

strengthen the regional and national capacity for surveillance and control operations. Early warning systems will be developed and implemented to support prevention and rapid response to new and existing climate change induced locust infestation, thereby limiting in-country and cross-border spread and intensification.

Component 4: Project Management. This would finance the associated costs such as implementation support, financial management, procurement, environmental and social management, communications and knowledge management. The communications component will help promote increased community awareness about the impacts of the locust swarms and the response efforts to support communities before, during and after the scourge.

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Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Assessment of Environmental and Social Risks and Impacts

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E. Implementation

Institutional and Implementation Arrangements

16. **Implementation at the level of country operations will be the responsibility of respective implementation agencies through new or existing Project Implementation Units (PIUs).** Where needed, county-based implementation structures will be strengthened by recruitment of additional staff/consultants responsible for project management tasks including administration, monitoring and evaluation, communication, safeguards, procurement, and financial management.

17. **At the Bank level, the ELRP Program will be monitored and supported by an ELRP Coordination Team[1] (PCT) made up of MPA Task Team Leaders and staff from Regions/Global Practices.** The Team will facilitate coordination between the country Task Teams and focal points in units such as OPCS, WFA, LEG and DFI as needed. The Team will also monitor implementation of the individual projects and keep Bank Management and the Board of Executive Directors informed. In doing so, it will operate as a unified coordination structure to address key issues around aligning implementation of country-operations, monitoring achievement of key indicators, knowledge exchange and communication, developing harmonized reporting mechanisms and identifying gaps in monitoring, reporting and institutional coordination, along with ways to address these gaps through feedback loops and adaptive

[1] The ELRP will not be managed by a newly created structural unit within the Bank, but will rather consist of functional/coordination responsibilities assigned to existing practice management units, most likely within AFR SD and/or AFR HD.

strategies.

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