

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

Report No.: PIDISDSA17217

Date Prepared/Updated: 15-Apr-2016

I. BASIC INFORMATION

A. Basic Project Data

Country:	Mali	Project ID:	P157233
		Parent Project ID (if any):	
Project Name:	Mali Reinsertion of Ex-combatants Project (P157233)		
Region:	AFRICA		
Estimated Appraisal Date:	08-Apr-2016	Estimated Board Date:	01-Aug-2016
Practice Area (Lead):	Social, Urban, Rural and Resilience Global Practice	Lending Instrument:	Investment Project Financing
Sector(s):	Other social services (100%)		
Theme(s):	Conflict prevention and post-conflict reconstruction (100%)		
Borrower(s):	MINISTRY OF FINANCE		
Implementing Agency:	Ministry of Defense and Veterans Affairs / DDR Working Group		
Financing (in USD Million)			
	Financing Source		Amount
	BORROWER/RECIPIENT		0.00
	IDA Grant		15.00
	Total Project Cost		15.00
Environmental Category:	C - Not Required		
Appraisal Review Decision (from Decision Note):	The review did authorize the team to appraise and negotiate		
Other Decision:			
Is this a Repeater project?	No		

B. Introduction and Context

Country Context

Mali is a vast landlocked, geographically diverse country in West Africa with a population of nearly 17.09 million. Situated in the Sahel region, it is semi-arid with large swaths of its Northern regions extending into the Saharan deserts, with the fertile South accounting for the majority of economic activities, food and cash crop production. The economy is largely rural, with 73 percent of the population residing in rural areas, while approximately 80 percent of the jobs available are in the non-formal sector. Prior to several political crises and resulting instability, Mali had been on track to reducing poverty, with GDP growth during 2007-10 averaging at 4.9 percent per year. In the wake of the 2012 crises, however, Mali experienced zero economic growth and an increase of only 1.7 percent in 2013. Today Mali is one of the poorest countries in the world, ranking 179th on the 2015 Human Development Index .

The crises have had long-running regional, national, and international repercussions. As of January 2016, there were 49,833 internally displaced persons (IDPs) and 453,059 returnees nationwide, and 143,051 refugees across the neighboring countries of Niger, Mauritania and Burkina Faso. Approximately 2.5 million people (13.5% of its population) are in urgent need of humanitarian assistance. Continued unrest in the North and depressed socio-economic conditions in the South accompanied a 64 percent reduction in foreign investments. Severe displacement in the North is estimated to have cut the region's economic activities by a third, and further undermines security in much of West Africa through refugee flows, drug trafficking, and piracy.

Mali's core development challenge have been characterized by governance weaknesses and structural marginalization of the North. In 2012, the country experienced the fourth Tuareg rebellion in its post-colonial history, an extremist takeover of the North and a military coup. Attempts to establish national unity further deteriorated inter- and intra-ethnic divisions, leading to further militarization of the conflict. By mid-2012, Northern Mali was completely seized by the Mouvement National de Libération de l'Azawad. The region soon fell to several extremist groups, most notably Ansar Dine. A military force consisting of French and the Economic Community of West African States militaries assisted the Malian army in regaining control of much of the North and enabled the short-lived peace in 2013. A peace agreement brokered by Algeria was finally signed between the Government, pro-government groups, and the rebel movements in May/June 2015. Through the Algiers Accord, policy shifts towards peacebuilding and reconciliation may mitigate the underlying causes of conflict and promote development in the North.

The project constitutes the World Bank contribution to the overall Disarmament, Demobilization and Reintegration (DDR) program as outlined in the peace agreement. The Government receives support for the disarmament and demobilization (cantonment phase) on which the project is premised from other partners, and in particular through MINUSMA.

Sectoral and institutional Context

The implementation of the agreement has been slow, but there is strong political commitment by all three signatory parties for the peace, reconciliation and development process. The agreement calls for a new security sector reform process and DDR program. It also provides the legal framework for some armed elements to be integrated into the state security structures. The agreement also outlines a new recovery and development program to assist the communities in the north. In this context, the DDR process will target an estimated 10,000 members of signatory armed groups.

A 2016 study commissioned by the World Bank Transitional Demobilization and Reintegration Program (TDRP) on signatory armed groups in Mali found youth comprised majority of the ex-combatants, with the 18-25 and 26-40 age groups representing 34.48 and 44.17% respectively. Female ex-combatants accounted for 5.42% of ex-combatants in the sample, whereas leaders alluded to a much high proportion in fact. Majority of the ex-combatants interviewed are married (76.7%), and 67.4% of them support 6-10 dependents. The relatively large population of youth ex-combatants, heavy socio-economic burdens upon most combatants attests to target beneficiaries through socio-economic reinsertion support.

Findings from the study present further details regarding prior economic activities of ex-combatants and potential programming towards the proposed reinsertion project. Most of the ex-combatants (85.8%) had been enlisted in their respective groups for at least five years. Prior to their involvement with armed groups, 52% was involved in economic activities and 30% in studies. In terms of preferences for post-DDR livelihoods, 30.2% expressed desire to be reintegrated into state security forces, 32.7% wished to engage in entrepreneurial activities, agricultural and livestock industries, and 8% wanted education or vocational training for gainful employment.

Articles 18-20 of the Algiers Accord mandates establishing a Commission for National Program for Disarmament, Demobilization and Reintegration (CNDDR) and a Commission for Integration. The two commissions will be inclusive of all parties and identify eligible ex-combatants to participate in the programs. The establishment of the two commissions, however, has been delayed despite the momentum in favor of implementation. Currently, relevant responsibilities pertaining to DDR are taken up by the Technical Committee of Security (CTS), reporting to the Monitoring Committee of the Agreement (CSA) as put forth in the Algiers Accord.

Following the signing of the agreement, the Government of Mali through a Working Group consisting of officials from the Ministry of Defence and Veterans Affairs and Ministry of Finance, and with input from the representatives of the two coalitions of armed groups, MINUSMA and the World Bank developed a National DDR Program Document. This document incorporated lessons learned from previous DDR programs both in Mali and in other countries with relevant experiences. In addition, important topics such as the management of funds, budget, duration, and implementation arrangements were addressed through dialogue among stakeholders. This project is the World Bank Group contribution to DDR as outlined in the peace agreement.

C. Proposed Development Objective(s)

Development Objective(s)

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

Key Results

The following are the PDO-level results indicators:

- i. Number of direct project beneficiaries (disaggregated by age, gender and armed group)
- ii. Individual demobilized ex-combatants participating in an economic activity after training (disaggregated by gender and economic activity - individual or economic association, agrarian/non-agrarian)

- iii. Demobilized ex-combatants report social acceptance by their communities (disaggregated by individual or economic association, agrarian/non-agrarian)
- iv. Members of communities report social acceptance of ex-combatants (disaggregated by age and gender)
- v. Beneficiaries who experience a feeling of greater security attributable to the project areas (disaggregated by gender)

D. Project Description

The DDR program in Mali will be implemented in two phases: (i) Cantonment, during which disarmament and demobilization activities will be completed in cantonment camps; and (ii) Reinsertion, during which reinsertion support will be provided to ex-combatants in the communities. Although outside the scope of this project, the activities in the cantonment camps that the Government, armed groups and MINUSMA will be conducting in advance of the project are pre-requisite for the reinsertion work.

The armed groups proposed 24 locations for the construction of cantonment camps. Of the 24 sites, the CTS selected eight priority sites and these sites are expected to become operational by June 2016. The initial eight camps are located in Gao (Fafa, Innegar, Ilouk, Tabankort, and Tinfadimata), Tombouctou (Ber and Likraka), and Kidal (Tessalit). Each cantonment camp has a capacity to accommodate 750 combatants.

Cantonment activities will be financed and implemented by MINUSMA and the Government. These activities may include, among others, disarmament and demobilization, sensitization on the DDR program, profiling and registration of combatants, and transportation of participants to and from the cantonment camps, support for pre-reinsertion activities such as medical and psycho-social screening and support. In addition, MINUSMA will implement Community Violence Reduction (CVR) projects in the cantonment locations. Each individual combatant will spend a maximum of two months in the cantonment camp.

Registration of the ex-combatants will be done in the cantonment camps by MINUSMA. A management information system (MIS) will be used to capture biometrics (photographs and fingerprints), as well as the individual's biographical data and aspirations for reinsertion at the cantonment camps. The Bank task team has been coordinating with MINUSMA, DDR Working Group and the technical representatives of armed groups to identify type of information that will be captured for the reinsertion project.

This project will finance the socio-economic reinsertion of disarmed and demobilized ex-combatants following their departure from the cantonment camps. The implementation period for the project is thirty six (36) months.

Component Name

Reinsertion Support to Demobilized Ex-combatants

Comments (optional)

Component Name

Project Management Support to Project Implementation Unit

Comments (optional)

This component will finance Project Management support to PIU for the entire caseload of 10,000 ex-combatants. Additional Financing will be prepared to finance the reinsertion support (component 1) to an estimated additional 7,700 ex-combatants. The activities that will be financed through this component include (i) project management support to PIU, (ii) communications and sensitization, and (iii) monitoring and evaluation.

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

The project locations are in the regions of Gao, Kidal, and Tombouctou. Gao Region is bordered to the north by Kidal Region, to the west by Tombouctou Region, and to the east and south by Niger, with a very small portion of the southern border shared with Burkina Faso. Kidal region is bordered on the west by Tomboctou Region, to the south by Gao Region, to the east by Niger and to the north by Algeria. Tombouctou is the largest of Mali's eight regions and includes a large section of the Sahara Desert.

F. Environmental and Social Safeguards Specialists

Cheikh A. T. Sagna (GSU01)

Hocine Chalal (GEN07)

II. Implementation**Institutional and Implementation Arrangements**

The Algiers Accord sets forth a clear institutional framework to monitor the DDR process. The CSA (le Comite de Suivre de l'Accord) is in charge of monitoring, supervision and coordination of the implementation of the agreement by the signatory parties. With regards to DDR, the agreement calls for the establishment of two commissions: a National Commission for DDR (CNDDR) and a Commission for Integration, consisting of representatives of the Government and the armed groups. According to the decree n°2015 - 0894/P-RM dated 31 December 2015, the CNDDR is in charge of coordination of the DDR program in Mali. The CNDDR will be financed by the Government, and will be inclusive of representatives of armed groups.

The successful implementation of the project requires a well-designed implementation arrangement, tailored to the specific characteristics of Mali and the strategic outlook presented in the Algiers Accord. Institutional and implementation arrangements will ensure maximum ownership of the project by the Government, while maintaining an appropriate balance between ensuring rapid delivery and effective execution of activities. The implementation of the project will be carried out by a Project Implementation Unit (PIU), which will be in charge of (i) preparation and costing of detailed annual implementation plans, (ii) implementation and coordination of the individual project components, and (iii) financial management, procurement, and M&E. The PIU will be housed in the Office of the Prime Minister and report to the Prime Minister and operate in close coordination with the CNDDR.

The PIU will function in the direct liaison between Project stakeholders and the World Bank for all project implementation matters. Beyond its broader implementation role, the PIU will directly handle procurement, financial management and accounting and contract management. The staffing and operational costs of the PIU will be financed by the project. The structure for implementation will be

new and will require strengthening at all levels. Staff recruited for the project should have experience and qualifications satisfactory to the World Bank. Links between the commissions and the PIU will be further detailed in the implementation manual.

A PIM (including coordination mechanisms between all stakeholders involved in project implementation, detailed implementation mechanisms for each component and sub-component, project administration, financial management, and accounting and procurement procedures applicable to the project) will be finalized within 30 days of effectiveness.

The Implementation of project activities will be conducted by Implementing Partners (IPs) as contracted by the PIU.

Implementation Support. Supervision and implementation support will be conducted by a Bank team, consisting of a designated Task Team Leader (TTL) who will be responsible for the overall coordination of the project activities. To ensure delivery of project activities as planned, the project will have a consultant based in Bamako to support supervision and coordination.. To the extent possible and for effective interaction and response to clients' inquiries and requests, project supervision will be supported by the Bank staff based in Bamako. The Bank supervision team will include various technical staff as needed (operations, procurement, finance, safeguards etc.). In addition, technical officers will undertake periodic field missions throughout the implementation of the project. Also, joint Bank, Donors, and MINUSMA M&E supervision missions will be organized twice a year.

Partnership Arrangements. The project will be implemented in coordination with partners financing and/or contributing to the activities of the Cantonment Phase. Based on the UN Security Council Resolutions, and as stipulated in the Algiers Accord, MINUSMA and other relevant UN Agencies will be in charge of activities during the Cantonment Phase. The program progress will be shared with the Monitoring Committee established by the Algiers Accord as needed. These activities may include the construction of cantonment camps, registration of combatants and armaments, medical support, transportation of ex-combatants, administration of cantonment camps, provision of short-term community-based reinsertion projects, including CVR. The Bank will support the PIU to ensure close coordination and synergies among partners towards achieving the PDO by supervising the activities throughout the project.

III. Safeguard 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	

IV. Key Safeguard Policy Issues and Their Management

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The project is being categorized as category C due to the minimal/negligible nature of its foreseen social and environmental impacts as it is not financing any civil works that might require land acquisition or lead to resettlement, loss of assets or livelihood resources, or restrictions of access to resources. Therefore, the Involuntary Resettlement Policy (OP 4.12) is not triggered. Likewise, since there is no indigenous peoples in Mali, as defined by the World Bank operational safeguards policy on Indigenous Peoples (OP/BP 4.10), the policy is also not triggered by the project. Furthermore, although outside of the scope of the project, the limited, small-scale construction of cantonment camps will be financed and led by MINUSMA and executed by UNOPS. The civil works are associated with the overall project and will take place on government-owned land at a short distance from main roads and in areas where there are no visible signs of human settlements or structures or livelihood activities. The locations of cantonment camps were selected by a UN team including technical, environmental, social and cultural experts. Communities were also involved in the selection process and all eight camp locations have been approved by the surrounding communities. Therefore, the anticipated negative social impacts are negligible. In accordance with the Fiduciary Principle Accord (FPA) between World Bank and UNOPs, the projects will rely upon UNOPs policies, procedures and practices. Therefore, prior to commencing any future construction, UNOPS will implement its safeguards-related assessment and screening instruments. These will include an environmental and social screening process, a gender assessment, and an environmental and social management plan, as well as screening mechanism for negative impacts on vulnerable groups, such as disable and handicapped, including their access to resources and land ownership issues. MINUSMA and UNOPS will ensure to have a well-knowledgeable Social Scientist whose role will be to (i) ensure project is in compliance with UNOPS applicable safeguards policies, and (ii) project is socially sound and inclusive (gender, youth and disable persons, etc.) have equal access to the benefits and are therefore not being victimized or segregated. The Social Scientist of UNOP will work closely with the Social Development Specialist of the World Bank to monitor the soundness of the overall project activities.

Gender-sensitive and informed project: A 2016 study commissioned by the World Bank TDRP (Transitional Demobilization and Reintegration Program), more recent study findings and information from various national documents, report in Mali, field mission observations indicate that pre-existing gender inequalities in Mali are being aggravated and deepened by the continuing conflict situation. Before the crisis; there were glaring gender inequalities in most sectors of the social, political and economic life. About 5.42% are female ex-combatants. The framing of the

women, peace and security agenda by the Government Ministries and MINUSMA seeks to achieve better outcomes for both youth and women. Violence and crime exacerbated with fatal sporadic actions continue to undermine the personal and collective security of both Malian and foreigners girls and women. Furthermore, youth ex-combatants (18-40 years old) that account, overall 79.65% remain one major beneficiary group of this project, through various activities of both Income generating activities and life skills development and sustainability; all of which are foreseen to avoid youth radicalization by fostering more responsible civil servants.

Citizen engagement and participation: The Reinsertion Project seeks to support engagement of stakeholders and beneficiaries through the wider use of publicly available information, consultative processes, and feedback mechanisms, build ownership and thus contribute to sustainability and better project outcomes. The specific aspects of citizen engagement will include: (i) access to information and exchange platforms for program stakeholder, (ii) information campaigns on DDR and awareness-raising activities, (iii) a feedback mechanism to process complaints, concerns, and questions from stakeholders, and (iv) specific third-party monitoring of project activities will be considered to ensure transparency and feedback on these activities. The mechanisms of this citizen engagement and participation framework will be detailed in the PIM.

The project is expected to have only limited environmental impacts that can easily be mitigated with standard, available measures and would mostly be resolved by adhering to good housekeeping practices in the envisaged small scale construction activities. The environmental risks are minimal. While not financed by the project, small scale construction activities for cantonment camps, financed by MINUSMA and to be executed by UNOPS, are associated with the project. The areas earmarked for the establishment of the first eight cantonments are in Gao, Kidal, and Tombouctou. The initial eight cantonment camps that will process the future beneficiaries of this project will be built in Ber, Fafa, Ilouk, Innegar, Likraka, Tabankort, Tessalit and Tinfadimata. For the cantonment construction works, UNOPS will implement its own safeguards management process and instruments, which - given that UNOPS is a signatory to the fiduciary principles accord (FPA) - are considered equivalent to the Bank's.

Climate and disaster risk screening results. Risks associated with climate change and natural disasters vary from moderate to high, dependent on uncertainties of the changing climate. Climate related hazards in Mali include erratic rainfall, drought, floods and crop pests. These hazards are a natural occurrence in Mali, which nevertheless pose serious constraints on development and food security and their intensity and frequency are likely to increase under a changing climate. In the future, with increase climate variability, these risks will be exacerbated as temperature increases and precipitation becomes increasingly unpredictable. In the project locations, extreme temperature, extreme precipitation and flooding present low risks to the project implementation, while drought presents a moderate risks during the implementation of community-based activities, as it has become more frequent and can significantly impact local livelihood. The project team seeks to mitigate risks associated with climate change and natural hazards through community-level sensitization activities. To build resilience in the host communities, the project aims to raise awareness of possible impact on their livelihoods by natural disaster, and will incorporate a module within the training activities on climate change and extreme events.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

No potential indirect and/or long-term impacts due to anticipated future activities in the project area are identified.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.
There are no relevant alternatives. The cantonment sites (which are not financed by the Project, but are linked to the overall DDR program to which the project contributes) were selected through a consultative process involving the communities by a team of UN experts. The ones with the lowest environmental and social impacts are selected. In accordance with the Fiduciary Principle Accord (FPA) between World Bank and UN, the construction of camps will rely upon UNOPs policies, procedures and practices.
4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.
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 to ensure adequate follow up on broader social development issues.
5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.
Key stakeholders include the implementing agencies, in the case of the cantonment sites, MINUSMA and UNOPS, and relevant government agencies. Given the location and types of planned cantonment sites, there are no envisioned impact on affected communities. The consultation on the planned safeguards instruments as well as their public disclosure will take place during the implementation period.

B. Disclosure Requirements

If the project triggers the Pest Management and/or Physical Cultural Resources policies, the respective issues are to be addressed and disclosed as part of the Environmental Assessment/Audit/or EMP.
If in-country disclosure of any of the above documents is not expected, please explain why:

C. Compliance Monitoring Indicators at the Corporate Level

The World Bank Policy on Disclosure of Information			
Have relevant safeguard policies documents been sent to the World Bank's Infoshop?	Yes []	No []	NA [×]
Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?	Yes []	No []	NA [×]
All Safeguard Policies			
Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?	Yes []	No []	NA [×]
Have costs related to safeguard policy measures been included in the project cost?	Yes []	No []	NA [×]
Does the Monitoring and Evaluation system of the project	Yes []	No []	NA [×]

include the monitoring of safeguard impacts and measures related to safeguard policies?	
Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?	Yes [<input type="checkbox"/>] No [<input type="checkbox"/>] NA [<input checked="" type="checkbox"/>]

V. Contact point

World Bank

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Title: Senior Operations Officer

Borrower/Client/Recipient

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VII. Approval

Task Team Leader(s):	Name: Abderrahim Fraiji	
Approved By		
Safeguards Advisor:	Name: Johanna van Tilburg (SA)	Date: 03-May-2016
Practice Manager/ Manager:	Name: Jan Weetjens (PMGR)	Date: 09-May-2016
Country Director:	Name: Paul Noumba Um (CD)	Date: 09-May-2016