Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 24-Apr-2019 | Report No: PIDISDSA25922
BASIC INFORMATION

A. Basic Project Data

<table>
<thead>
<tr>
<th>Country</th>
<th>Project ID</th>
<th>Project Name</th>
<th>Parent Project ID (if any)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cote d'Ivoire</td>
<td>P167623</td>
<td>Social Protection and Economic Inclusion Project (Productive Social Safety Net Additional Financing)</td>
<td>P143332</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Parent Project Name</th>
<th>Region</th>
<th>Estimated Appraisal Date</th>
<th>Estimated Board Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>CI- Productive Social Safety Net</td>
<td>AFRICA</td>
<td>16-Apr-2019</td>
<td>17-Jun-2019</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Practice Area (Lead)</th>
<th>Financing Instrument</th>
<th>Borrower(s)</th>
<th>Implementing Agency</th>
</tr>
</thead>
</table>

Proposed Development Objective(s) Parent

The project development objective (PDO) is to provide cash transfers to poor households in selected regions and develop the foundations of a social safety net system.

Proposed Development Objective(s) Additional Financing

To improve access to cash transfers and earnings opportunities among poor households and develop a social protection delivery system.

Components

- Digital Cash Transfer "Plus" Economic Inclusion Program
- Developing the Social Protection Delivery System
- Project Management, Monitoring and Evaluation

PROJECT FINANCING DATA (US$, Millions)

<table>
<thead>
<tr>
<th>SUMMARY</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Project Cost</td>
<td>100.00</td>
</tr>
<tr>
<td>Total Financing</td>
<td>100.00</td>
</tr>
<tr>
<td>of which IBRD/IDA</td>
<td>100.00</td>
</tr>
<tr>
<td>Financing Gap</td>
<td>0.00</td>
</tr>
</tbody>
</table>
B. Introduction and Context

Country Context

1. **Côte d’Ivoire’s improving economic context offers new opportunities to accelerate poverty reduction.**

As the world’s top exporter of cocoa and raw cashews, a net exporter of oil, and with a growing manufacturing sector, the country is the largest economy in the West African Economic and Monetary Union (WAEMU). Since the end of conflict in 2011, growth has been increasing. From 2012-2017, growth averaged approximately nine percent and converged to 7.7 percent in 2017, higher than almost all WAEMU comparators as well as Ghana, Sri Lanka, and Ethiopia\(^1\)\(^3\). 40 percent of growth has been driven by investment through government spending, followed by services, agriculture, trade, transport, construction, banking and the digital economy\(^3\). Yet the benefits of growth have yet to reach vast swathes of rural, peri-urban and remote populations outside of Côte d’Ivoire’s capital, Yamoussoukro, and main cities such as Abidjan, Bouaké and San Pedro. Among its population of 24 million as of 2017, poverty has modestly decreased from 51 percent in 2011 to 46 percent in 2015, using the national poverty line of F CFA 750 per day (approximately $1.30)\(^2\). Gross national income (GNI) hovers at US$ 1,489 as of 2015. Social and economic exclusion remain extremely high; poverty reaches over 70 percent in rural regions\(^4\).

---

\(^1\) World Bank Group Concept Note for Côte d’Ivoire Country Private Sector Diagnostic, February 2019.
\(^3\) Institut National de Statistique (INS), *Centrale des Bilans*.
\(^4\) Based on national poverty line, which measures relative poverty. As of 2015, the national poverty line is F CFA 269,075 per capita per annum. Source: Institut National de Statistique (2015). Enquête sur le niveau de vie des ménages en Côte d’Ivoire: Profil de pauvreté. République de Côte d’Ivoire.
2. To boost inclusive growth, the Government’s vision is to increase pro-poor spending and coverage of social protection and labor programs. The Government’s vision is enshrined in its National Social Protection Strategy [(NSPS), 2016-2020], National Employment Plan [(NEP) 2016-2020], and the recently-launched inter-sectoral Governmental Social Program/PSGOUV (2019-2020). Social protection and labor (SPL) spending as of 2016 included: contributory pensions schemes at 1.56 percent of GDP (of which 57 percent spent on public sector pensions, 43 percent on private sector pensions), non-contributory social assistance at 0.02 percent, and active labor market programs at 0.06 percent. Targeted pro-poor spending has increased under this project, doubling from 0.02 to 0.04 percent between 2016-2018. Moving forward, developing an integrated risk management system through a unified policy framework seeks to harmonize benefit levels (transfers) under a new vision for improving social security coverage and labor productivity.

3. An important aspect of the Government’s vision is boosting earnings among the poor. Based on beneficiary data collected during the parent project, the project addresses two key constraints to earnings: weak financial inclusion and weak access to markets. First, 78 percent of poor eligible households in target regions citing financial reasons for weak earnings. In addition, financial inclusion is low: 48 percent of all beneficiary heads of households (HoH) had used a mobile money account prior to the project (39 percent among females versus 49 percent among males), rising to 99 percent (access for the household as a whole) as a result of the project. Second, fostering access to markets can boost earnings and livelihoods diversification. With overall unemployment at less than three percent, most people are working but not earning enough to break out of poverty. Weak inclusion in high value-added value chains and a lack of market knowledge help explain low earnings and productivity among the informal sector, standing at approximately 90 percent of the active labor.

5 République de la Côte d’Ivoire, Communiqué du Conseil des Ministres du mercredi 09 janvier 2019 sur la stratégie de la mise en œuvre du Programme Social du Gouvernement (PSGouv 2019-2020). The PSGOUV identifies pro-poor, social program spending priorities across sectors for the 2019 and 2020 budget cycle. PSGOUV priorities include: accelerating coverage expansion of the productive social safety net program under implementation; promoting economic inclusion among youth and females; expanding social tariffs for electricity (subsidies) for the poor; expanding access to potable water in rural regions; and expanding social housing benefits.


11 World Bank (2017). Côte d’Ivoire Jobs Diagnostic: Employment, Productivity, and Inclusion for Poverty Reduction. Washington DC: World Bank. Overall, with unemployment at less than three percent and poverty at 46 percent, most people are working but not earning enough to break out of poverty. Of the total employed population, only five percent are employed in formal, wage jobs; 15 percent in informal wage jobs, 30 percent in non-agricultural self-employment and 50 percent in agricultural self-employment, with the latter two categories largely informal.

force. Women are disproportionately affected, given their higher illiteracy and lower rates of remunerated work. Under the parent project, over 90 percent of all beneficiaries under the parent project are subsistence farmers primarily cultivating rice, maize, cashew, cotton, ground nuts, yams and cocoa, which varies across regions. Approximately 20 percent of all beneficiaries have formed themselves into local community beneficiary groups, of which the majority (62 percent) focus on agricultural activities and six percent focusing on mutual savings. The parent project has also supported demand- and supply-side coordination in a pilot value chain (rice sector), providing important lessons learned on coordinating with market actors.

4. To respond to these challenges, the Additional Financing (AF) supports expanding the project’s social protection and economic inclusion support. Broader human capital, economic and infrastructure constraints remain outside the scope, mandate and implementation capacity of this project. The project is coordinated with ongoing World Bank and donor engagement targeting these constraints, such as information and communication technology (ICT), biometric identification systems and services, digital finance, private sector, agricultural value chains, youth employment and skills, women’s empowerment (skills and health), universal health insurance coverage and basic education development.


14 80 percent of all female beneficiary heads of households (HoH) have no formal education, compared to 75 percent among males (80 percent overall). 80 percent of females are self-employed versus 95 percent among men, and ‘other’ services (unpaid homecare or domicile services) account for 11 percent of women’s work, compared to two percent among men.


C. Proposed Development Objective(s)

Original PDO
The project development objective (PDO) is to provide cash transfers to poor households in selected regions and develop the foundations of a social safety net system.

Current PDO
The project development objective is to improve access to cash transfers and earnings opportunities among poor households and develop a social protection delivery system.

Key Results
(i) Beneficiaries of Safety Nets programs (number) (Corporate Results Indicator, Number)
(ii) Designated recipients of Safety Nets programs - Female (Number)
(iii) Number of beneficiary households of cash transfers, Total (Number)
(iv) Number of beneficiary households of cash transfers, of which headed by female (Number)
(v) Number of households receiving economic inclusion measures to boost earnings (Number)
(vi) Number of households receiving economic inclusion measures to boost earnings (female) (Number)

D. Project Description

Component 1: Digital Cash Transfer “Plus” Economic Inclusion Program - US$ 91 MILLION (updated from parent project, “Cash Transfer “Plus” Program targeted to poor households”)

Sub-Component 1: Digital Cash Transfers Targeted to Poor Households – US$ 60 MILLION (updated financing amount)

5. The AF supports the same activities for this sub-component as under the parent project, with the following changes:
   (i) Gradually expanding beneficiary coverage from 50,000 to 125,000 households;
   (ii) Gradually expanding geographic coverage into new regions not covered by the parent project from North, North Central, West into South, South Central and from rural into urban areas.

6. This sub-component finances the same unconditional cash transfers, consultant services and fees by mobile money operators, described in detail under the parent project. Activities include:
   (i) Cash transfers. The amount of each cash transfer remains F CFA 36,000 (US$ 72) per quarter per household.
   (ii) Eligibility criteria and targeting. Eligibility criteria remain poor households that fall below the poverty line and have with children aged 15 years or younger (including households with pregnant

16 This transfer amount is the equivalent of approximately 15 percent of consumption of average poor households, and 21 percent of consumption of extreme poor households (or 14 percent and 20 percent respectively, considering the increase in the poverty line of 11.6 percent between 2008 and 2015). The cash transfer amount may be marginally adjusted for inflation if needed over the course of the AF.

17 Households with extraneous circumstances may be considered on a case-by-case basis, such as particularly poor heads
women). The targeting methodology comprises proxy-means testing (PMT) to identify households that fall below the poverty line in the household social registry, ranking and verification through community validation. Under the parent project, targeting performance was high; false inclusion and exclusion rates are very low, at only two percent and three percent, respectively.

(iii) **Payment service provision through digital financial technology**\(^{18}\). The AF will continue delivering cash transfers through mobile money accounts. Under the AF, the protocol to identify the mobile money account holder per household (based on literacy and mobile phone experience) will continue to be applied and revised as needed to continue to increase women’s representation.

(iv) **Duration of benefits.** The duration remains three years.

(v) **Registration, identification and enrollment:** The project will continue to coordinate with the regional unique biometric identification system under development; Error! Bookmark not defined.

(vi) **Beneficiary case management and human capital accompanying measures.** Social workers and community agents continue to support registration, train households on the use of mobile money accounts, provide referrals to support human capital needs in terms of nutrition and maternal health, and monitor participation in project activities. The AF will develop a cash transfer transition process including pre-exit beneficiary counseling on economic activities and post-exit follow-up and monitoring.

**Sub-Component 2: Economic Inclusion Platform – US$ 31 MILLION** (updated from parent project, “Accompanying Measures to Support Investments in Human Capital and Livelihoods”)

7. This sub-component supports the same activities as under the parent project, with the following changes:

   (i) Gradually expanding beneficiary coverage from 15,000 to 90,000 households;

   (ii) Gradually adding new economic inclusion activities, beyond livelihoods counseling\(^{19}\).

8. The sub-component finances a package of in-kind consultant services and lump-sum cash transfers to support livelihoods activities for cash transfer beneficiaries. This sub-component is designed to be selective, taking into account the project’s scale, implementation capacity and mandate. This sub-component does not target specific beneficiaries or value chains ex-ante but will be offered as a modestly-budgeted package to all beneficiaries. This approach will allow the project team to gain learning needed to refine the design before future scale-up after the closing date and maintain equity at this early stage of the EIP. To foster inter-ministerial cooperation for scalable, fiscally-sustainable models, the EIP will be implemented by trained local community agents hired under the project and supported by regional development partner agencies, including non-governmental organizations, and responsible ministries. Up to six contracts with partner agencies are expected of households who do not have young children or have disabilities. Approximately six percent of all households in the project’s social registry fall into this category and do not receive cash transfers.

\(^{18}\) Under the AF and with technical assistance from the IFC, the project aims to develop a competitive process for including more than one payment service provider (PSP) where possible. Quality improvement will focus on areas such as payment reconciliation (i.e. reporting arrangements and quality assurance regarding payments credited to beneficiary accounts vs. withdrawn), coordinating with other government agencies involved in e-government-to-person (G2P) payments, notably the two national pension funds and tax administration.

\(^{19}\) Support to human capital has been moved under beneficiary case management to reflect the Government’s emphasis on economic inclusion under this project, given other, IDA-financed operations in Côte d’Ivoire which support human capital more comprehensively.
to be financed to cover the six major geographic zones. Financing will be based on basic performance-based contracts, leveraging the experience of such contracts under the parent project with mobile money operators and the national statistics office. Remuneration will be based on timely and adequate delivery of services. Given the time needed to determine beneficiary needs during the parent project, this sub-component includes the last 15,000 households under the parent project enrolled in December 2018 and all beneficiaries to be added under the AF (75,000), for a total of 90,000 households.

9. The implementation of activities under this sub-component will be sequenced across three years in parallel to Sub-Component 1 as follows:

**Enhancing Digital Financial Capacity and Risk Management (first year until end of second year)**

(i) **Digital financial literacy and risk management mechanisms:** counseling and follow-up technical services to support mobile money usage, budget management, individual savings and social risk management mechanisms;

(ii) **Digital adult competencies pilot training:** basic training by local community agents to beneficiaries for improving basic adult literacy skills (reading, writing, arithmetic). The approach will be tailored to the beneficiary needs, implementation arrangements, geographic and beneficiary targeting approach, and governance structure.

(iii) **Digital lump-sum cash transfer grants:** delivering mobile money lump-sum cash transfers to all beneficiary households, after the launch of VLSA and market access support under the project. The amount of the grant will be set at the equivalent of two quarterly cash transfers, or F CFA 72,000 per beneficiary household, equivalent to approximately US$ 130, in line with comparable programs, such as those in Uganda, Nicaragua, Sri Lanka and elsewhere.

(iv) **Village savings and loans associations technical services:** training and follow-up counseling developing local risk-pooling mechanisms and fostering community-based finance for economic activities through village savings and loans associations (VSLAs). Implementation will be conducted by trained community agents under the project and beneficiary representatives to foster peer effects. This work will also build upon recent models tested in Côte d’Ivoire and innovative, digital and behavioral approaches.

**Facilitating Access to Markets (start of second year until end of third year)**

(v) **Household enterprise and cooperative entrepreneurship counseling:** counseling and twinning with more established household enterprises and cooperatives from other villages to improve beneficiary

20 This work will build upon prior experience led by the Ministry of Education, Department of Adult Literacy and development partners, notably UNESCO, among illiterate, poorer female traders in Port Bouet and Yopougon wholesale markets during 2016-2018.


skills for managing household enterprise investments, planning, diversification and innovation tailored to market demand;

(vi) **Facilitation, intermediation and logistical services with regional market actors:** technical assistance to improve demand and supply side coordination, including organizational, intermediation and logistical support to connect beneficiary groups to regional market actors in value chains (larger cooperatives, regional agencies responsible for market coordination, wholesale markets, and buyers), including leveraging telecommunications, transport and mobile technology for improving access to transformation, commercialization, and distribution services and market pricing and seasonality information.

**Component 2: Developing the Social Protection Delivery System – US$ 7 MILLION** (updated from parent project, “Developing the Foundations of a Social Safety Net System”)

10. This component supports the same activities for this Sub-Component as under the parent project, financing consultants, goods and services, with the following changes:

   (i) **Additional social registry information system support:** institutionalization through policy, organizational and operational development of the social registry to support additional households and linkages to other social programs, namely the universal health coverage program and social protection and social security coverage for the informal sector;

   (ii) **Additional regional MESP service delivery support:** development of framework to consolidate and improve services delivered under the project by regional MESP offices, social workers and community agents, including defining roles and responsibilities with legal, policy, capacity-building and logistical assistance to strengthen beneficiary case management for digital cash transfers, economic inclusion and universal health coverage.

**Component 3: Project Management, Monitoring and Evaluation – US$ 2 MILLION** (same as parent project)

11. This component supports the same activities for this Sub-Component as under the parent project, financing consultants, goods and services. This component will continue to support project operational and fiduciary management, as well as monitoring and evaluation of project activities, intermediate results and final results.

12. **Monitoring and evaluation.** The project’s existing monitoring and evaluation (M&E) system under the parent project will continue to be used under the AF. Information is collected in real time through local community agents using mobile phones and tablets. An impact evaluation will seek to answer key questions on the long-term impact of digital financial inclusion and the complementarity of cash transfers with improved access to markets systems. Information is captured in the program’s information system and routinely analyzed by the PIU, including preparing standardized reports. Regular process evaluations will be conducted to monitor and evaluate implementation and operational aspects of the projects.

13. **Local community participation and grievance redress mechanism (GRM).** Building on the existing GRM under the project since 2016, citizen feedback and grievances related to economic inclusion will be routinely
collected and monitored through a network of state and non-state actors at the central and local level. This mechanism will also contribute to enhancing communication and understanding of the project and hence increased transparency.

14. **Results framework.** The revised results framework reflects the change in component activities, in line with the revised PDO.

E. Implementation

Institutional and Implementation Arrangements

15. The MESP has been successfully implementing the project since 2015, building on the NSPS and NEP under its leadership. The project will continue to be implemented by the existing, fully-staffed and trained Project Implementation Unit (PIU) and the regional staff of the Ministry of Employment and Social Protection (MESP). The Steering Committee for the project will remain the National Social Protection Strategy Steering Committee, presided over by the Prime Ministry’s Office and MESP as Secretariat, including approximately seventeen sectoral ministries. The MESP regional implementation capacity continues as under the parent project, including approximately Côte d’Ivoire has a relatively extensive network of approximately 20 Regional Social Affairs Department Offices (Directions Regionales des Affaires Sociaux), overseeing a total of 100 local Social Centers (Centres Sociaux), distributed nationwide fairly evenly, in which a total of approximately 800 social workers serve local communities. A new oversight role has been created by the Government under the newly-created Ministry of Solidarity and Poverty Reduction (MSPR), responsible for coordinating poverty reduction programs across different sectors. As such, the project will be jointly implemented by both ministries, where the MSPR will retain overall oversight and coordination and the MESP will be responsible for regional implementation. This arrangement reflects the Government’s vision for the MSPR to strengthen coordination of pro-poor programs across sectors as outlined in the PSGouv. The MSPR also oversees the IDA-financed SWEDD Operation, allowing the MSPR to foster synergies with the AF on women’s empowerment.

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

The project does not involve activities with environmental and social safeguards impacts.

---

24 Detailed roles and responsibilities are specified in the Government’s letter of official correspondence dated March 25, 2019, outlining implementation arrangements and transmitted from the Ministry of Economy and Finance to the World Bank.

G. Environmental and Social Safeguards Specialists on the Team

Abdoul Wahabi Seini, Social Specialist
Abdoulaye Gadiere, Environmental Specialist

<table>
<thead>
<tr>
<th>SAFEGUARD POLICIES THAT MIGHT APPLY</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Safeguard Policies</strong></td>
</tr>
<tr>
<td>Environmental Assessment OP/BP 4.01</td>
</tr>
<tr>
<td>Performance Standards for Private Sector Activities OP/BP 4.03</td>
</tr>
<tr>
<td>Natural Habitats OP/BP 4.04</td>
</tr>
<tr>
<td>Forests OP/BP 4.36</td>
</tr>
<tr>
<td>Pest Management OP 4.09</td>
</tr>
<tr>
<td>Physical Cultural Resources OP/BP 4.11</td>
</tr>
<tr>
<td>Indigenous Peoples OP/BP 4.10</td>
</tr>
<tr>
<td>Involuntary Resettlement OP/BP 4.12</td>
</tr>
<tr>
<td>Safety of Dams OP/BP 4.37</td>
</tr>
<tr>
<td>Projects on International Waterways OP/BP 7.50</td>
</tr>
<tr>
<td>Projects in Disputed Areas OP/BP 7.60</td>
</tr>
</tbody>
</table>

**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 expected to have a positive social impact by improving household income, as well as encouraging investments in human capital and productive activities in targeted communities. The project is not expected to trigger any social safeguards policies. On the basis of pre-determined criteria and detailed targeting protocols, the project will target the poorest and most vulnerable communities, specifically by providing cash transfers as well as by providing accompanying measures for longer-term social benefits to adults and children in the area.

The project is a Category C project, because no civil works will be undertaken and no adverse environmental or social impacts are expected. The project does not require any land acquisition leading to involuntary resettlement and/or
restrictions of access to resources and livelihood. No safeguards policies are triggered.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:
   Not applicable.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.
   Not applicable.

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.
   Not applicable.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.
   Not applicable.

B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)

CONTACT POINT

World Bank

Hebatalla Elgazzar
Senior Economist, Human Development

Solene Marie Paule Rougeaux
Sr Social Protection Specialist

Borrower/Client/Recipient
REPUBLIC OF IVORY COAST

Implementing Agencies

Ministry of Employment and Social Protection
Mr. Koné Kipéya Brahima
Director, Cabinet

Ministry of Solidarity and Poverty Reduction

FOR MORE INFORMATION CONTACT

The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 473-1000
Web: http://www.worldbank.org/projects

APPROVAL

Task Team Leader(s): Hebatalla Elgazzar
Solene Marie Paule Rougeaux

Approved By

Safeguards Advisor: Hanneke Van Tilburg 22-Apr-2019
Practice Manager/Manager: Jehan Arulpragasam 22-Apr-2019
Country Director: Pierre Laporte 24-Apr-2019