



Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 06-May-2019 | Report No: PIDA25744

**BASIC INFORMATION****A. Basic Project Data**

Country Tanzania	Project ID P169165	Project Name Tanzania Productive Social Safety Net Project II	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 09-May-2019	Estimated Board Date 18-Jun-2019	Practice Area (Lead) Social Protection & Labor
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Finance and Planning	Implementing Agency Tanzania Social Action Fund	

Proposed Development Objective(s)

To improve access to income-earning opportunities and socio-economic services for targeted poor households while enhancing and protecting the human capital of their children.

Components

Productive Household Support (Benefits and Services)
Strengthening Institutional Capacity and Integrated Delivery Systems

PROJECT FINANCING DATA (US\$, Millions)**SUMMARY**

Total Project Cost	911.59
Total Financing	637.14
of which IBRD/IDA	450.00
Financing Gap	274.46

DETAILS**World Bank Group Financing**

International Development Association (IDA)	450.00
IDA Credit	450.00

Non-World Bank Group Financing



Other Sources	187.14
US: Agency for International Development (USAID)	3.40
Bill and Melinda Gates Foundation	2.90
UK: British Department for International Development (DFID)	13.34
International Fund for Agriculture Development	50.00
National Government	30.00
NORWAY, Gov. of (except for Ministry of Foreign Affairs)	17.50
SWEDEN: Swedish Intl. Dev. Cooperation Agency (SIDA)	70.00

Environmental and Social Risk Classification

Substantial

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country Context

1. Tanzania has seen strong economic growth in recent years. Growth averaged 7 percent on the Mainland and 6.6 percent in Zanzibar during the implementation of their respective Five-Year Development Plans (FYDP 2011/12 – 2015/16 and MKUZA II 2010/11 – 2014/15), making the United Republic of Tanzania (URT) one of the stronger economic performers in Sub-Saharan Africa. GDP growth translated into substantial increases in average per capital income across the URT: from 510 USD in 2007, to 730 USD in 2011 and 936 USD in 2017¹.

2. In recent years, poor people have significantly benefitted from the economic growth the country achieved. Unlike during the period up to 2007, when growth benefitted mainly the country’s richer groups and poverty rates remained stagnant, growth between 2007 and 2011/12 was pro-poor in Tanzania (World Bank, 2015²). As a result, the percentage of the population living in poverty (below the basic needs poverty line) on the Mainland reduced from over 34 percent in 2007 to 28 percent in 2011/12; and those living in extreme poverty (below the food poverty line) decreased from 12 percent to 10 percent in the same period (THBS 2011/12³). Inequality, as measured by the Gini Coefficient also reduced from 39 to 36 during this period and is now relatively low in the Sub-Saharan Africa context (THBS 2011/12). In Zanzibar, the poverty rate fell from 35 percent in

¹ <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=TZ>

² World Bank (2015) *Tanzania Mainland Poverty Assessment*, Washington DC, USA.

³ National Bureau of Statistics (NBS), Ministry of Finance (2013) *2011/12 Household Budget Survey, Tanzania Mainland*, Dar es Salaam, Tanzania.



2009/10 to 30 per cent in 2014/15; and the extreme poverty rate from 12 per cent to 11 per cent in the same period (ZHBS 2014/15⁴).

3. Despite these achievements, the numbers of people living in poverty and extreme poverty remain high. Approximately 4.3 million people continue to live in extreme poverty across the United Republic of Tanzania (4.1 million on the Mainland and 0.2 million in Zanzibar). Due to population growth, despite the reduction in the extreme poverty rate, the absolute number of people living in extreme poverty did not decline between 2007 and 2011/12. Key characteristics of poverty in Tanzania include the following: (i) poverty is very much higher in rural than urban areas; (ii) households engaged in non-agricultural business have been particularly successful at escaping poverty; (iii) inter-generational transmission of poverty is a particular challenge; and (iv) many non-poor households are clustered just above the poverty line, so are vulnerable to falling into poverty in the case of a shock.

4. Poverty is very much higher in rural than urban areas. Over 80 per cent of poor and extremely poor Tanzanians live in rural areas; and inequality between urban and rural areas increased between 2007 - 2011/12 (THBS 2011/12). Whilst poverty was already much lower in Dar es Salaam than elsewhere, it declined very much faster in the capital than other areas of the Mainland between 2007 and 2011/12; leading to a poverty rate of just 4 percent in Dar es Salaam, compared to 22 percent in other urban areas and 33 percent in rural areas.

5. Households engaged in business activities have been more successful than others in escaping poverty. Households relying on non-agricultural business as a main source of income appear to have experienced a remarkable decline in poverty, suggesting that the development of nonfarm employment can offer a pathway out of poverty. That said, agriculture continues to support the majority of Tanzanians, providing 67 percent of employment, yet is under-developed and subject to the whims of nature, so investment in agricultural livelihoods will remain important to poverty reduction (World Bank, 2015).

6. Inter-generational poverty transmission is a particular concern in Tanzania. Personal and household circumstances, including in particular the educational level of parents, explain inequality to a greater extent in Tanzania than in most Sub-Saharan Africa countries. There is very substantial intergenerational transmission of poverty: the children of parents without education are very much more likely than others to grow up poor. Therefore, promoting education of children in disadvantaged households, particularly secondary education, is one of the key measures to break the inter-generational transmission of poverty in Tanzania (World Bank, 2015).

7. In Tanzania, many households are clustered just above the poverty line, so are economically vulnerable. To illustrate this point, were the poverty line to be just 25 percent higher - a mere additional TZS 300 (approx. 13 US cents) per adult per day - the poverty headcount would increase by more than 50 percent (World Bank, 2015). In the event of a negative shock, such as an adverse climatic event, loss of employment or the death of a breadwinner in the household, such a non-poor household can easily fall into poverty.

8. Key human development challenges in Tanzania include a high rate of chronic malnutrition and low rates of continuation into secondary school, especially amongst children from poor households. According to the 2015/16 TDHS⁵, 34 percent of children under 5 years old in Tanzania are stunted and the stunting rate is twice as high in the poorest quintile than in the richest (40 percent compared to 19 per cent). This is linked to

⁴ Office of the Chief Government Statistician, Zanzibar (2016), *Zanzibar Household Budget Survey 2014/15*.

⁵ United Republic of Tanzania Demographic and Health and Malaria Indicator Survey 2015/16 (covering both Mainland and Zanzibar).



inadequate diet: only 9 percent of Tanzanian children aged 6-23 months are fed in line with minimum acceptable standards regarding frequency and diversity (TDHS 2015/16). Poor hygiene and sanitation also contribute to malnutrition and, whilst there has also been progress in access to clean water, sanitation and hygiene, large disparities persist between urban and rural areas.

9. Secondary school attendance is 6 percent for the poorest quintile compared to 41 percent for the richest (TDHS, 2015-16). As children get older, the need to work, either on the family farm or in economic activities outside the home, becomes increasingly competitive with school for children living in poor households. Other contributory factors to school drop-out for girls are early marriage and pregnancy: the 2015/16 TDHS shows that 23 percent of girls aged 17 had already given birth or were pregnant.

10. On the UN Gender Inequality Index 2015, Tanzania ranks 129 out of 159 countries. Whilst Tanzania does better than the low-income country average with regard to the maternal mortality rate, share of women in Parliament and labor force participation, it does relatively poorly in regard to the percentage of women with any secondary education and the adolescent birth rate. Other dimensions of gender inequality not captured by this index include women's time poverty and limited control over cash. Tanzanian women spend more than three and a half times as many hours on unpaid care work as do men (ILFS, 2015⁶). In a similar vein, preliminary findings of the draft Qualitative Assessment of Bottlenecks to Self-Employment and Household Enterprises (World Bank, 2017) are that, amongst Productive Social Safety Net (PSSN) beneficiaries, women have less time than men to engage in business activities, due to their much higher burden of domestic work. In addition, women in Tanzania are much less likely than men to receive cash earnings for the work they do (56 percent and 89 percent, respectively), and they are often disadvantaged in terms of access and control over resources and participation in decision-making processes. Considering important decisions about women's own health care, major household purchases and visits to friends or relatives, whilst 35 percent of married women report participating in all these types of decision-making 18 percent participate in none (TDHS 2015/16). In Tanzania, married women generally exercise joint or sole control over their own cash (only 10 percent report that their husband alone determines the use of the wife's earnings); but 41 per cent of women report that the husband alone mainly decides on the use of his earnings (TDHS 2015/16).

Sectoral and Institutional Context

11. The Government of the United Republic of Tanzania (URT) has important policies in place to address poverty and vulnerability. FYDP II (2016/17-2020/21) aims at economic transformation to enable Tanzania to become a middle-income country by 2025 and provides an overarching framework for all poverty alleviation and growth-related strategies in Tanzania. Social Protection is part of FYDP II's agenda, which includes: reducing poverty; addressing social and economic risks, deprivation and vulnerability; protecting human rights; and improving capabilities and labor market outcomes.

12. In both the Mainland and Zanzibar, work has been undertaken to develop social protection. The Zanzibar Social Protection Policy (ZSSP) was published in 2015 and an Implementation Plan in 2016, and these include commitments to harmonize the systems of all social protection programs, including the PSSN, Social Pension and to link PSSN with large-scale nutrition programs. On the Mainland, a process is currently underway to transform the National Social Security Policy of 2003 into a comprehensive National Social Protection Policy (NSPP). The recent review of the implementation of the National Social Security Policy revealed several

⁶ National Bureau of Statistics (2015). 2014 Integrated Labour Force Survey – Analytical Report.



weaknesses including: (i) its focus on contributory social protection, the coverage of which is limited to a small segment of the population; (ii) fragmentation of programs and limited coverage; (iii) weaknesses in institutional arrangements and coordination; and (iv) a significant financing gap to implement the policy, especially in relation to programs such as the PSSN. The new NSPP is expected to be framed around four areas that will henceforth underpin all social protection programs in Tanzania. These are: (i) contributory social protection, including pensions; (ii) non-contributory social protection, including safety nets and cash transfers; (iii) demand side linkages with social services; and (iv) productive inclusion and livelihoods interventions. The final NSPP is expected to be tabled for approval by the Cabinet in FY 2018/19.

13. The Tanzania Social Action Fund (TASAF) has evolved into a National Productive Social Safety Net system. The Government of the United Republic of Tanzania was implementing a traditional Social Action Fund from 2000, offering an approach to poverty alleviation that also supported the decentralization agenda by ensuring that citizens at the grassroots level had a voice in the planning and implementation of local development initiatives. During 2009 – 2012, under this Social Action Fund a conditional cash transfer (CCT) was piloted in three districts. A rigorous impact evaluation of the pilot showed significant impacts on health, education and household asset creation. On the basis of this, the traditional Social Action Fund interventions have evolved into a comprehensive and integrated social safety net system.

14. Since 2012, the Government has been implementing the first phase of the Productive Social Safety Net (PSSN I). The objective of PSSN I is *to enable poor households to increase incomes and opportunities while improving consumption*. It targets 15 percent of the total population of URT, including all households living under the food poverty line (approximately 650,000 households) plus those at-risk of falling under the food poverty line in case of a shock affecting their income (approximately 350,000 households).

15. The impressive speed of scale-up meant that the PSSN achieved its target of reaching and registering its intended beneficiary population of one million households by September 2015, ahead of target. Cash transfers (CTs) have been provided for the past two years to over one million households in 10,000 villages/Shehias in all 161 Project Area Authorities (PAAs)⁷. These include: (i) a basic transfer for all targeted households; (ii) an additional unconditional transfer for households with children; (iii) CCTs with co-responsibility related to the uptake of health services for the youngest children and to school attendance for school-age children. In addition, public works (PW) have reached nearly 300,000 households in 44 PAAs to date, completing 6,000 subprojects. As for the productive inclusion and livelihoods component, piloting has started in 8 PAAs. Moreover, more than 11,769 savings groups with 151,821 members (74 percent women) have been formed; and initial training on group organization, preparation of constitutions, savings mobilization, loan management and record keeping has been carried out.

16. There has also been progress in systems development and capacity building; many key elements of a social safety net system are now in place. The program has established appropriate institutional structures for program management at national, PAA, ward and community levels: the computerized management information system (MIS) is functional; a Unified Registry of Beneficiary (URB) capturing a full profile of over 1 million beneficiary households is in place; whilst beneficiaries still largely receive their transfers in cash, mechanisms for making electronic payments have been pilot tested; there is a grievance redress mechanism (GRM) in place; and the monitoring and evaluation (M&E) system has demonstrated its capacity to generate timely information on

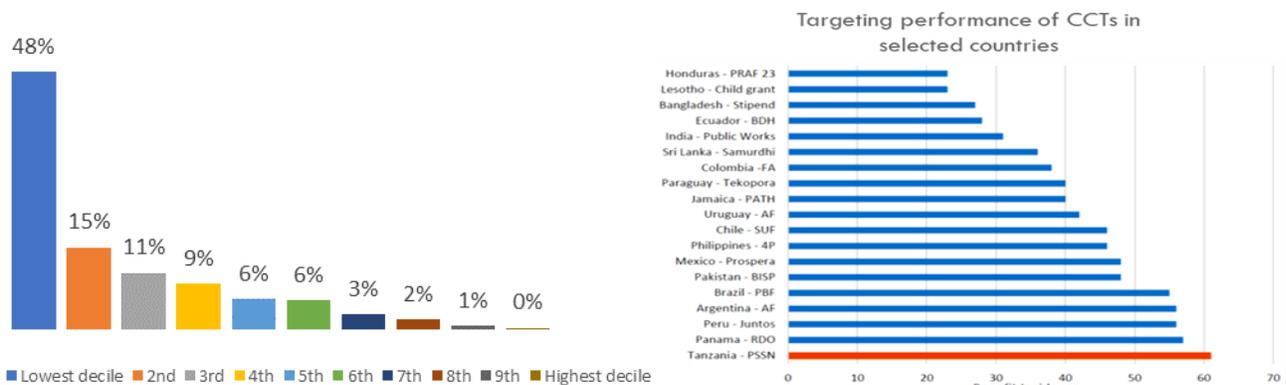
⁷ PAA is a generic term for LGAs/Zanzibar Administrative Authority or District, Town, Municipal and City Councils used by TASAF. During phase 1 of PSSN there were 161 PAAs. These have since been sub-divided, creating 187 PAAs.



inputs, outputs and results.

17. Key achievements of the PSSN I have included the consistent timely payment of CTs and strong targeting performance. By October 2018, PSSN has transferred CTs on time for 29 consecutive bimonthly payment cycles. The PSSN has also been very successful at reaching the poorest of the poor in Tanzania: 61 percent of beneficiaries belong to the poorest consumption quintile and over 80 percent to the bottom two quintiles (see Figure 1). A review of program MIS data also demonstrates the structural vulnerability of beneficiary households in terms of their limited labor capacity and high dependency ratios. Most are either severely or moderately labor-constrained: 16 percent of beneficiary households include no-one able to work; and 32 percent include only one person able to work, with an average of three dependents⁸.

Figure 1. Percentage of PSSN beneficiary households in each consumption decile and targeting performance



Source: Impact Evaluation Baseline 2016

18. Results of the PSSN mid-line impact evaluation indicate that the project has already had substantial human development and livelihood outcomes. Early results show that PSSN, through the CCTs, has positive and statistically significant results. (i) Poverty reduction - households receiving cash transfers experienced an additional 10 percent reduction in poverty, accompanied by a 20 percent boost in monthly consumption. (ii) Increased school enrollment by 10 percent, particularly primary school age children, by more than 11 percent. In addition, the higher enrollment rate also helped improved literacy rate particularly for primary school by 14 percent compared to non-beneficiaries. (iii) Increased use of health services. Beneficiary households are also 8 percent more likely to visit a health provider, even when not sick 21 percent higher than non-beneficiaries. The impact was even higher for under-fives (15 and 22 percent respectively), a demographic for whom behavioral change is explicitly targeted through conditionalities. (iv) Boosting productive investments, increasing self-employment of participants and shifting non-farm household enterprises into more productive sectors. Beneficiary households are 8 percent more likely to cultivate farm plots and 18.6 percent more likely to own or raise livestock. The incidence of input use, which tends to be very low, rose between 18 to 38 percent for agricultural inputs that are linked to higher productivity. PSSN beneficiaries shifted away from casual work into self-employment (which increased by 12.6 percent). Moreover, non-farm enterprises owned by beneficiaries tend to work in more productive sectors, 19 percent more in trade and 22 percent less in production. (v)

⁸ TASAF review of MIS data.



Improved resilience to current and future shocks through increased savings, asset accumulation, improvement of housing conditions and take-up of health insurance. Participating in the program reduced use of negative coping strategies (measured by a coping strategy index) by 19 percent. Beneficiaries improved their housing and living conditions by utilizing better roof materials (3 percentage points more likely to use higher quality building materials) and improving drinking water sources (4.4 percentage points less likely to use unimproved sources). The likelihood of having any savings grew by 23 percent among treated households, they were more likely to have transportation assets, communication assets including mobile phones and radios, and furniture (by 5.2, 6.4 and 6 percentage points respectively); and experienced a threefold increase in health insurance registration.

19. The vision of the Government is to consolidate the PSSN and build on its achievements to further strengthen its productive impacts. The Government has identified PSSN as the key instrument to deliver social protection in the URT. The Government has identified PSSN as the key instrument to deliver social protection. The current priority is to consolidate and strengthen its effectiveness as a safety net that builds human capital and helps extremely poor households move into sustainable livelihoods. During the previous phase, not all components were rolled out simultaneously. A phased approach was always envisaged, but PW and livelihoods support were rolled out more slowly than planned due to funding shortages and capacity limitations. The Government has expressed a strong interest in scaling up these two components more rapidly in the next phase of the program, offering households an integrated package of support that enables a substantial proportion of current beneficiaries to graduate from reliance on the safety net into sustainable livelihoods in the medium to long term, and providing a continuing safety net for those who need it.

20. PSSN will require long term investments to ensure sustainable results. Sustained reduction of extreme poverty and enhanced livelihoods of poor households involves processes that PSSN II will set in motion, but that will only come to full fruition over the medium-term, including: (i) enhanced capacity, skills and knowledge that improve the productivity of beneficiary households and enable them to shift towards more lucrative economic activities; (ii) support to children to complete full cycles of early childhood development and education⁹ that create human capital and reduce the inter-generational transfer of poverty; and (iii) asset accumulation and diversification by households to enable them to better manage future risks and shocks. While it is expected that a significant number of supported households will improve their livelihoods and be able to graduate from the program over time, it is also recognized that some beneficiaries will need long term social assistance. For this reason and given that PSSN II will support many new households, it is anticipated that the program will need to continue at scale for at least an 8-10-year period; so funding arrangements need to sustain financing beyond the end of the current phase.

Relevance to Higher Level Objectives

21. The proposed project will contribute to the achievement of Government policy priorities, including those set out in FYDP II (2016/17 – 2020/21), the Zanzibar Strategy for growth and Reduction of Poverty III (2016 – 2020), the ZSPP and the forthcoming NSPP for the Mainland. While continuing to promote human development outcomes and modifying the benefit structure to strengthen impacts on secondary education, there will be several areas of innovation in the new phase, notably: a stronger focus on productive impacts; full digitalization of payments; design of strategies for recertification of beneficiary households and graduation; and a move from

⁹ Full cycles refer to the following. In education, full key cycle consists of completion of primary, transition to secondary, completion of secondary. In health, full key cycle means complete growth and development monitoring of children from zero to 36 months to prevent stunting, full vaccination scheme, deworming, etc.



the existing registry of project beneficiaries to a social registry that will serve other programs. The project will create a platform to link the poor to a range of other services important to their development, including education, health, nutrition, early childhood development (ECD), agricultural extension and financial services. Given increasing vulnerability to climate change and disaster risks, there will also be an emphasis on mainstreaming these issues, as well as continuing efforts to mainstream gender and citizen engagement.

22. PSSN II is also aligned with the Country Partnership Framework (CPF) for the United Republic of Tanzania FY18 – FY22 (World Bank, 2018). The CPF has three strategic focus areas: 1. Enhance productivity and accelerate equitable and sustainable growth; 2. Boost human capital and social inclusion; and 3. Modernize and improve the efficiency of public institutions. The PSSN will contribute strongly to focus area 2: it is cited as the main instrument for realizing the social inclusion objective under this focus area; and will support other focus area 2 objectives, notably investment in the early years, and strengthening job-relevant labor force skills. It will also contribute to one of the objectives of focus area 1 - put credit within reach - by improving access to credit, particularly for micro, small and medium enterprises (MSMEs) and for women; and to focus area 3 through the development of core safety net systems and capacity building of institutions involved in program delivery at national and local levels.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

23. To improve access to income-earning opportunities and socio-economic services for targeted poor households while enhancing and protecting the human capital of their children.

Key Results

- ❖ Direct project beneficiaries (number), of which female (percentage)
- ❖ Proportion of beneficiary households with an improved food consumption score¹⁰
- ❖ Benefits reaching the poorest 20 percent of the population (percentage)
- ❖ Eligible beneficiary households with functional income generating investments one year after receipt of the full livelihood support package (percentage) of which female (percentage).
- ❖ Primary school completion rate for children from beneficiary households (percentage)
- ❖ Households in PSSN areas reporting they have directly benefited from community assets created through PW (percentage)

Legal Operational Policies

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

¹⁰ http://documents.wfp.org/stellent/groups/public/documents/manual_guide_proced/wfp197216.pdf



Summary of Assessment of Environmental and Social Risks and Impacts

104. The PSSN II environmental and social risk rating is classified as substantial under the World Bank ESF, based on the type of project and nature of its activities which are primarily cash transfer and public works program for which potential environmental and social risks and impacts are substantial. The PW program activities include soil and water conservation, e.g. soil bunds, community access roads, multi-purpose tree nurseries and woodlots, water supply points e.g. hand-dug well, spring protection, small-scale irrigation, environmental cleaning, gully control, sediment traps, and community ponds. Sub-projects will enhance environmental and social risks and impacts management as well as social protection since they offer opportunities for work and earnings at the same time. The potential environmental risks and impacts that would need to be explored further include issues related to water and energy use efficiency, conservation and use of natural resources and cultural heritage. The potential social risks and impacts that would need to be explored further relate to the capacity of subnational agencies. Other potential risks may be related to child labor, elite capture and exclusion of disadvantaged individuals and communities. This project does not pose any indirect or long-term impacts.

Note: To view the Environmental and Social Risks and Impacts, please refer to the Appraisal Stage ESRS Document.

E. Implementation

Institutional and Implementation Arrangements

24. Arrangements and capacities built over time are judged largely adequate for the implementation of PSSN II. Given this, institutional and implementation arrangements will remain largely the same under PSSN II as under the previous phase.

25. At the national level, the National Steering Committee (NSC) will continue to be the overall overseer of the project. It will be responsible for setting the strategic framework, clearing the annual work plans and budgets, as well as reviewing progress reports and monitoring the outcomes of PSSN activities. The NSC will also be charged with endorsing sub projects and transfers that have been previously scrutinized through the established procedures. PSSN will continue to be managed by the TASAF Management Unit (TMU), headed by an Executive Director assigned by the State House and staffed with appropriately qualified individuals. Technical assistance will be recruited, as and when required, to support the further development of the program using World Bank procurement procedures. The TMU will be responsible for day to day operations and coordination of PSSN II, providing support to PAAs and responding to community-driven requests; and will be directly answerable to the Permanent Secretary under the President's Office, State House. Sector experts from respective ministries will be responsible for PSSN-related work in relevant ministries and for facilitating and ensuring adherence to sectoral norms, standards and policies. Additionally, they will act as a technical working group (TWG), responsible for monitoring and steering progress towards the program goals, presenting their views, comments and technical advice to the NSC for further guidance and approval.

26. In Zanzibar, the PSSN II will be coordinated by the Second Vice President Office (VPO). The 2nd VPO appoints Coordinators for Pemba and Unguja and a Focal Person to oversee all PSSN activities. Unguja and Pemba will each have a Steering Committee (SC) that will perform similar functions to the LGA Finance Committee, and a Management Team with responsibilities similar to the PAA Management Teams.



27. Regional Level. The Regional Secretariat will be important champions of implementation coordination in their jurisdictions. Regional capacities in respect of the PSSN will be strengthened, to ensure effective oversight and monitoring and promote learning and knowledge-sharing based on documented and validated best practices that will be approved by the NSC. In each region on the Mainland there will be a TASAF focal person in the Regional Secretariat who receives, reviews and consolidates PSSN implementation progress reports from PAAs for onward transmission to the TMU. The regional focal persons will also be directly responsible for ensuring the uptake of lessons from joint reviews to address implementation challenges

28. At PAA level, PSSN II will continue to be overseen by the PAA Finance Committee, which is responsible for approving all program expenditures and sub-projects once members are satisfied that sub-projects were identified by communities in a democratic and participatory manner and are in line with sectoral norms and standards. On a day to day basis, the program will be managed by the LGA Director, who signs a Memorandum of Understanding articulating roles and responsibilities of each sector and coordination of PSSN activities. The LGA Director appoints a focal person for PSSN funded activities and an accountant to handle financial matters, including the consolidation of PW payrolls.

29. At the community level, the Village Council /Shehia’s Advisory Council/Mtaa Committee will continue to be the overall overseer of PSSN II. They will mobilize resources and ensure effective delivery of the project, and security and sustainability of the assets and facilities created. In addition, these councils will facilitate and monitor the performance of CMCs. The CMCs are democratically elected from community members and beneficiaries and will continue to play important roles in facilitating effective delivery of the project interventions throughout the project cycle, including in targeting, enrollment, sensitization, payments, grievance management, information, education and communication.

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APPROVAL

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