



**The World Bank**

Mozambique Social Protection Project - AF and Support to Cyclone and Flood Emergency (P170327)

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

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Appraisal Stage | Date Prepared/Updated: 03-Sep-2019 | Report No: PIDISDSA27144



## BASIC INFORMATION

### A. Basic Project Data

Country Mozambique	Project ID P170327	Project Name Mozambique Social Protection Project - AF2 and Support to Cyclone and Flood Emergency	Parent Project ID (if any) P129524
Parent Project Name MZ-Social Protection project	Region AFRICA	Estimated Appraisal Date 29-Aug-2019	Estimated Board Date 25-Jul-2019
Practice Area (Lead) Social Protection & Jobs	Financing Instrument Investment Project Financing	Borrower(s) National Institute of Social Action (INAS), Ministry of Children, Gender and Social Action, Ministerio da Economia e Finanças	Implementing Agency National Institute of Social Action (INAS)

#### Proposed Development Objective(s) Parent

The objective of the project is to provide temporary income support to extremely poor households and to put in place the building blocks of a social safety net system.

#### Components

Institutional strengthening and capacity building to support the consolidation of the national Basic Social Security Strategy  
Labor-intensive Public Works  
Direct Cash Transfers

## PROJECT FINANCING DATA (US\$, Millions)

### SUMMARY

Total Project Cost	45.00
Total Financing	45.00
of which IBRD/IDA	35.00
Financing Gap	0.00

### DETAILS

**World Bank Group Financing**

International Development Association (IDA)	35.00
IDA Grant	35.00

**Non-World Bank Group Financing**

Trust Funds	10.00
Miscellaneous 1	10.00

## Environmental Assessment Category

B-Partial Assessment

## Decision

The review did authorize the team to appraise and negotiate.

Other Decision (as needed)

**B. Introduction and Context**

## Country Context

**Despite gains made on sustained poverty reduction between 1997 and 2015 (from 69 to 48 percent), poverty and inequality in Mozambique's continues to be high, with economic and fiscal crises that exacerbate this situation.** In 2015 more than 7.9 million were still living below the food poverty line (31 percent of total population) and Mozambique remains one of the most unequal countries in Sub-Saharan Africa. In 2017, the country grew 3.7 percent, the lowest economic growth rate since 2009. The economic contraction was a result of major financial crisis caused by a continued decline in commodity prices of key Mozambican exports, rising debt levels and the devaluation of the Mozambican currency, paired with increased food prices due to the 'El Nino' drought of 2016/17. Moreover, in the same year, the Government of Mozambique (GoM) adopted stringent fiscal measures to remove fuel and food subsidies, resulting in additional increases in fuel and food prices of 22% and 42% respectively.

**Moreover, the recurrent climate crises continue to further deteriorate the socio-economic situation of the poorest population in Mozambique.** Most recently in March and April 2019, Mozambique was one of the hardest hit countries by Idai and Kenneth cyclones. The cyclone Idai affected all five provinces in Central Mozambique although 80 percent of the people in need are in the Provinces of Sofala and Manica. Furthermore, on April 25, 2019, Cyclone Kenneth hit the Northern Region of the Country, resulting in both river and urban flooding in Cabo Delgado Province. Overall, Idai and Kenneth affected over 1.7 million people, resulting in 644 people dead, and 275,000 houses partially or destroyed. The GoM declared a National Emergency on March 19, 2019 the GoM, triggering major emergency response interventions lead by the National Disaster Management Institute (Instituto Nacional de Gestão de Calamidades, INGC). These developments pose serious threats to the progress in poverty reduction and emphasize the need to strengthen the social



protection system to enhance consumption smoothing, increase resilience to shocks, and to foster economic recovery and prosperity for the poorest.

#### Sectoral and Institutional Context

**The GoM has made important progress in advancing the social protection (SP) agenda through the National Basic Social Security Strategy (ENSSB II) implementing three main safety nets programs.** The National Institute of Social Action (INAS), under the policy guidance of the Ministry of Gender, Children and Social Action (MGCAS), is implementing: (i) a social pension (PSSB) covering about 375,000 individuals; (ii) a productive safety net program (PASP) for households with able bodied members presently covering 97,000 households with a plan to scale up to 120,000 beneficiaries in 2019 and 134,000 in 2020; and (iii) the Direct Social Support Program (PASD) which has two components, one called multiform devoted timely support in-kind, and a second component focused on an Post-Emergency Cash Transfer program (PASD-PE) covering 18,500 households in selected drought-affected districts. In addition, the Government has designed other interventions for targeted groups such as the child grant program for children under 2 years of age with support from UNICEF, under the One UN Joint Programme for Social protection (UNJP). The implementation of the ENSSB II and the safety net programs has received technical and financial support from development agencies, donor countries and the international community. Despite these efforts, the coverage envisioned under the ENSSB II has been hampered due to limited technical and administrative capacity. The SP coverage remains low, with current SP programs covering less than 500,000 poor and vulnerable households – less than 20% of total poor households in the country. The proposed AF2 would provide an opportunity for further consolidation of the social protection system and utilize and expand the existing capacity in the Government to support the poor and vulnerable in a timely manner, especially in emergency conditions.

**The GoM, with the support of development partners, has strengthened the legal and institutional framework for social protection.** This includes the Social Protection Law (2007), the National Strategy for Basic Social Security (*Estratégia Nacional de Segurança Social Básica*—ENSSB I, 2009), and the revised strategy, the ENSSB II (2016-2024) which was approved in 2016. According to this strategy, the GoM is committed to target the poorest and most vulnerable to (i) strengthen their consumption level and resilience; (ii) contribute to the development of their human capital through improved nutrition and access to basic health services and education; (iii) prevent and respond to the risks of violence, abuse, exploitation, discrimination and exclusion through social services; and (iv) develop institutional capacity for the implementation and coordination of the social assistance system. The ENSSB II has been approved by Cabinet, and its respective decree was approved in July 2018. The GoM has recently approved the adjustment of the beneficiary targets of the programs as well as the subsidy levels of the different safety net programs.

**To continue supporting the SP sector in Mozambique, a Multi-Donor Trust Fund (MDTF) to support both technical assistance and financing needs to implement the ENSSB.** The MDTF (TF073250) was established in December 2018 as a first step in supporting GoM's efforts in setting up a social protection system serving as an integrated platform for technical assistance and financial support to the sector. The Department for International Development (DfID), as well as the Governments of Netherlands and Sweden committed more than US\$16 million aimed at two objectives: first, financing social protection programs and operational costs through existing Bank operations (including the proposed AF2 P170327), and second, providing technical assistance implemented by a separate World Bank Advisory Services & Analytics (ASA) program (P167025). This MDTF platform has broadened the social protection dialogue and is being structured to serve as a bridge between the current Project to a new, broader operation. The World Bank with support from the MDTF has established a substantive technical dialogue across development agencies and the Government on the implementation of the ENSSB. MDTF partners have signaled future financial commitments in the medium term that would accompany the transition between the current Project to a new, broader social protection operation planned for



FY2021. This operation, to be jointly financed by IDA and MDTF donors, would ensure coherence of instruments and programs during the implementation of the ENSSB.

**The Project will contribute to the Country Partnership Framework (CPF) objectives.** The Project will support the enhancement of sustainability and resilience (Area 3) through the expansion of coverage of social protection programs. Also, a specific program (public works) would support the improvement in management of climate risks through social protection activities at the district level aligned with efforts to increase climate change resilience. The Project will also support investments in human capital (Area 2) through the timely provision of income support to households during disaster settings, where human capital (e.g. nutrition) tends to deteriorate rapidly.

### C. Proposed Development Objective(s)

#### Original PDO

The objective of the project is to provide temporary income support to extremely poor households and to put in place the building blocks of a social safety net system.

#### Current PDO

The objective of the project is to provide temporary income support to extremely poor households and to put in place the building blocks of a social safety net system.

#### Key Results

To reflect the expanded geographic coverage of both the public works and the direct cash transfers, the targets for the indicators in the Results Framework are revised upwards. Other PDO indicators have been revised to reflect a more realistic end target and describe accurate methodology based on the achievements of the ongoing implementation; including share of women, targeting and payments delivery performance. Additionally, intermediate outcome indicators have been revised to reflect (i) continued investments in the core social protection systems as well as different approaches of implementation for the different activities in particular related to payments delivery; and (ii) activities under the previous financing that were dropped.

### D. Project Description

The proposed AF2 aims at (a) scaling up Project activities in the cyclone and flood affected areas; (b) scaling up Project activities through the expansion of direct cash transfers to among vulnerable households; (c) cover costs overruns in the investments associated with the building of social protection instruments; and (d) support additional Project management, supervision, and incremental operating costs.

This AF2 builds on the Parent Project (including the AF1) which finances the following activities: Component 1: Institutional strengthening and capacity building to support the consolidation of the National Basic Social Security Strategy - enhance the capacity of MGCAS former MMAS and INAS to: (i) implement, monitor, and evaluate the National Basic Social Security Strategy (ENSSB) as an integrated and permanent safety net system; and (ii) put the labor-intensive public works program into operation as an intervention within the Productive Social Action Program (PASP). Component 2: Labor-intensive Public Works - support to Beneficiaries in the Recipient's rural and urban areas, through the provision of timely and predictable supplemental income in return for their participation in labor-intensive public works activities ("Subprojects"). The subproject typologies include, among others, the following: (i) rehabilitation and maintenance of existing roads, bridges and public buildings involving gardening, the maintenance and cleaning of parks and beaches, clearing of roads and pathways and the cleaning of road drains; (ii) building, cleaning, and maintenance of sanitation and other community infrastructure involving sewage maintenance, septic well development, water catchment infrastructure



building and maintenance, and the rehabilitation of schools and health centers; and (iii) construction or maintenance of silos or other agriculture-related logistics infrastructure aiming at improving the marketing and storage capacity of farmers. Component 3: Direct Cash Transfers. This component will provide essential support to households through direct cash transfers.

Moreover, the AF2 will expand the geographical scope on Component 3, to 115,000 households in the areas affected by the cyclone and floods associated to cyclones Idai and Kenneth, to additional 15 districts in Sofala, Manica and Cabo Delgado.

## E. Implementation

### Institutional and Implementation Arrangements

As with the parent project and the AF1, this AF2 will be implemented by the National Institute of Social Action (INAS) under the overall stewardship of the Ministry of Gender, Children and Social Assistance (MGCAS). INAS has proven capacity and long experience in managing environmental and social risks and impacts for WB projects and currently the PIUs counts with an Environmental and Social Specialist which is supported by the INAS' environmental and social technical unit (UTAS). Some modifications to implementation arrangements will be introduced, notably (i) to allow for third-party agencies to perform specific Project activities when and where their comparative capacity can complement that of the implementing agency; and (ii) to enhance monitoring and reporting arrangements in view of the higher risk in cyclone and flood affected areas.

The client already has a Safeguards Specialist and has assigned three additional technical personnel to work with the specialist in safeguards issues; this shows an increased ownership of safeguards frameworks by the client. In order to keep a close monitoring of the AF activities, INAS will hire a safeguards specialist that will be based in Beira city (Sofala province) to provide technical support at the grass root level to the districts and INAS delegations for the implementation of the safeguards. This decentralize safeguard specialist will receive direct support from the safeguards team based at INAS HQ.

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

The Additional Financing 2 will be located according to the specific program. The programs addressing the cyclone and flood emergency will be covering the most affected districts. The criteria for determining selection of districts is based on cyclone and flood population exposure, and vulnerability as measured by district level poverty headcount. In terms of physical characteristics where the AF activities will be implemented, it is worth to mention:

**Sofala.** Ecologically important areas in Sofala Province include the isolated Gorongosa Mountain Rift Valley Complex, which stands at 1,863 m in the southernmost sector of Mozambique in the African Rift Valley, as well as the Beira Corridor and Flood Plain. from the Buzi River. The orographic precipitation gives the mountain an annual precipitation of over 2,000 mm per year. It is worth to highlight that even in important natural locations in Sofala province the project activities will not be implemented in natural sensitive areas.



**Manica.** Manica province is characterized by a tropical climate with two distinct seasons: a rainy season from September to March and a dry season from April to August. The province consists of three topographic areas, namely mountains, plateaus and plains. The mountains are located mainly in the far west, with generally higher altitudes of over 1,000 m, near the Zimbabwe border. The main sensitive areas of Manica Province include the Chimanimani Massif, which is part of the great eastern escarpment along the Mozambique-Zimbabwe border and comprises a high diversity of habitats and species. However, the project will not implement activities in the Chimanimani natural reserve.

#### G. Environmental and Social Safeguards Specialists on the Team

Salma Omar, Social Specialist

Bruno Alberto Nhancale, Environmental Specialist

#### SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	As with the parent project, the Additional Financing project triggers the Environmental Assessment safeguard policy owing to the nature of activities. The potential environmental impacts stemming from the AF are also considered minor, site specific, reversible, and can easily be managed. These impacts will largely result from activities of Component 2 - Labor-intensive Public Works (occupation health and safety risks, vegetation clearing, fauna disturbance, soil erosion, waste disposal, water pollution). Because the specific locations of these public works are not yet known, the borrower has updated the Environmental and Social Management Framework (ESMF) to, among others, incorporate the lessons learned from the implementation of the parent project and provide detailed guidance for project activities/sub-activities under the context of post Cyclones Idai and Kenneth. As with the parent project, the updated ESMF provides that site-specific ESMPs/ESIAs should be prepared for specific project activities/subproject. These subproject-specific ESMPs/ESIAs will likewise be consulted upon and disclosed prior to the



		physical implementation of project activity/subproject. The updated ESMF final draft was reviewed and approved by the WB prior to be disclosed and prior to appraisal.
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	The project will not be implemented in natural sensitive areas or natural reserves as described in the physical description of the project implementation areas.
Forests OP/BP 4.36	No	The project doesn't envision to work in natural/planted forest areas.
Pest Management OP 4.09	No	The project will not carry out agricultural activities as part of the public works complementary activities.
Physical Cultural Resources OP/BP 4.11	No	The project will not implemented activities is locations within historical/cultural areas.
Indigenous Peoples OP/BP 4.10	No	There is no IPs in project areas
Involuntary Resettlement OP/BP 4.12	Yes	The Project description as it stands suggests this project to be categorized as a category-B project. Land appropriation or restriction of access to resources or livelihoods is not generally expected, as the small-scale public works are likely going to take place on existing roads or infrastructure, hence leading to little-to-no physical resettlement with compensation (rural/urban areas). However, to ensure proper way of dealing with land acquisition and or loss of asset or access to these assets, even temporarily due to project related activities; the World Bank operational policy on involuntary resettlement (OP/BP 4.12) was triggered. Moreover, because details of the project activities footprint are unknown at this stage of the project, and to ensure tangible mitigation measures are put in place for a timely and effective management of any of such impacts (unanticipated restrictions to livelihoods, shelter, income sources, or services), Borrower has developed a Resettlement Policy Framework (RPF) for the parent project and updated for this additional financing which will guide the preparation of site specific RAP/ARAP just in case any unanticipated restrictions to livelihoods, shelter, income sources, or services that sets forth the basic principles and prerogatives Borrower should follow to ensure none of such arise. The RPF, like the ESMF, was elaborated using extensive public consultation



and participation approaches that ensured that all key stakeholders, at central, provincial and local level were duly consulted and their concerns adequately taken into consideration in the parent RPF; nonetheless the AF RPF was also duly consulted. Moreover, the RPF offers a comprehensive framework for preparation of RAPs/A-RAPs, and details approaches to undertake socio-economic census, including data on gender issues (women, children, elderly and most vulnerable groups), institutional arrangements, grievance redress mechanism, an estimated budget, monitoring and evaluation. Moreover, the RPF offers a template for preparing a Resettlement Action Plan (RAP), whenever/wherever applicable. The RPF has been updated for the additional financing, reviewed and cleared by the World Bank; the Ministry of Gender, Children and Social Assistance disclosed both instruments in their website.

Safety of Dams OP/BP 4.37	No	The public works activities doesn't includes the construction/rehabilitation of dams or small reservoirs for multipurpose uses.
Projects on International Waterways OP/BP 7.50	No	The project will not involve works on international waterways.
Projects in Disputed Areas OP/BP 7.60	No	The project will not involve any disputed areas and only will be implemented in Mozambique.

## 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 additional financing, through Component 3, will finance unconditional cash transfers to 115,000 households in the areas affected by the cyclone and floods associated to cyclones Idai and Kenneth, expanding thus the component coverage to additional 15 districts in Sofala, Manica and Cabo Delgado. No environmental and social adverse impacts are expected to be associated with this intervention, although minor adverse impacts may occur as a result of infrastructure rehabilitation activities. Potential social impacts related to poor targeting, will be mitigated through the enrollment of beneficiaries and the collection of socio-economic data to determine if elite capture happened during targeting and therefore exclude these from the list.

The parent project will be restructured to scale up labor-intensive public works activities in districts where public works were already under operation. The project will finance small public works that are labor-intensive: at least 70% of the subproject cost must be wages and the rest (30%) will cover small materials, hand tools and administrative costs. The AF focuses on the cash-transfers to the participants, in the form of wages in exchange to their effective participation in



the works during a shorter period (3 months) rather than the 4 to 6 months in regular public works activities. It is expected that as an average, a subproject total cost will be US\$7,500 (employing around 100 participants for up to 3 months). Therefore, non wages expenditures per subproject are expected to cost less than US\$2,500 including administrative costs for sub-projects supervision. The activities of the post-emergency public works will be implemented in the Provinces of Sofala, Manica and Cabo Delgado.

Overall, the AF will bring more positive impacts than negative ones. Adequate mitigation measures are already embedded in the available safeguard documents prepared under the parent project which will ensure adequate safeguards compliance. These documents (ESMF and RPF) were revised to cover this AF.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:  
There are no potential large scale, significant and/or irreversible impacts associated with the original project or with the activities proposed for the additional financing. The majority of activities financed under the AF are expected to have no environmental and social safeguard impacts as they consist of small cash transfers, capacity building & training, as well as the provision of technical assistance, materials, equipment and operational costs. For the scale up of labor-intensive public works, no important negative impacts are expected from the implementation of the project due to the small nature of the activities to be implemented. A negative list of activities was included in the public works manual develop under the project to make sure that no negative impact is created.

On the positive side, some of the activities implemented under the public works will be related to natural resource management and will help beneficiary communities to better control erosion and have improved access to water resources.

Overall, the potential adverse environmental and social risks and impacts of both the original project and the proposed AF are expected to be small in scale and site specific, typical of category B projects. The proposed AF remains Category B. The same two safeguard policies from the original project maintained triggered: OP/BP 4.01 (Environmental Assessment) and OP/BP 4.12 (Involuntary Resettlement) and the current Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF) for the parent project are sufficient and manage the risks and potential impacts under the proposed AF, having been revised only to include the new components added by the proposed AF.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

The proposed project activities for the AF are of the same nature and/or scale as the original project and adverse impacts are expected to be minimal. No alternatives have been considered.

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.

The first 5 years of implementation of the parent project were very useful to improve the clientâ™s capacity to address safeguard policy issues. A safeguards consultant is in charge and the INAS team has just received a specialized training on the implementation of the ESMF, including INAS staff from central and local level In the first years of implementation of the Project, no major social or environmental impact has been identified and the most important risks were always related with beneficiary safety at the public works sites. The client reported to have purchased adequate safety material for all public works sites but one fatality was reported last year associated to lack of protective material and poorly functioning health facilities.

A ESMF and a RPF are under implementation and include an environmental and social checklist as well as an environmental and social screening form to be used by all local governments to screen subprojects and develop site-specific safeguards instruments (ESIA/ESMP and/or RAP) prior to their implementation. The essence of both the ESMF and RPF has been captured under the Project operations manual that includes a negative list of activities, materials and



inputs that could not be financed under the project.

The client has recruited a full-time Safeguards specialist to provide support to safeguards monitoring and implementation for the Project.

Two Government-staff focal points have been trained at the implementing agency and they are in charge of training the districts officers where the project is implemented and to monitor the proper use of the safeguards instruments developed under the project.

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: women, youth and vulnerable groups, the beneficiary districts and municipalities and local communities. The original Social Protection Project preparation process included a participatory consultative process. Extensive public consultations have been conducted during the preparation of ESMF and RPF to take into account the views and perceptions of communities and various stakeholders regarding the design and scope of the project. The ESMF and RPF of the parent project will be re-disclosed both in-country and at the Infoshop prior to effectiveness of the AF.

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

Since this AF triggered OP/BP 4.01 (Environmental Assessment) and OP/BP 4.12 (Involuntary Resettlement) the client updated the Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF) and disclosed public through their website (<http://www.mgcas.gov.mz/st/site/frontoffice/default.aspx?module=elements/mapasite>).



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**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)****OP/BP/GP 4.01 - Environment Assessment**

Does the project require a stand-alone EA (including EMP) report?

No; the project has an ESMF which will guide the site specific ESMPs has requeries for sub-projects.

**OP/BP 4.04 - Natural Habitats**

Would the project result in any significant conversion or degradation of critical natural habitats?

No critical and natural habitats are not expected to be affected

If the project would result in significant conversion or degradation of other (non-critical) natural habitats, does the project include mitigation measures acceptable to the Bank?

NA

**OP/BP 4.11 - Physical Cultural Resources**

Does the EA include adequate measures related to cultural property?

No; the physical interventions doesnt involve excavations or earth movements

Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property?

NA

**OP/BP 4.12 - Involuntary Resettlement**



Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared?

Yes; the project has preventively prepared a RPF which will guide site specific RAPs/ARAPs if required

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

NA

Is physical displacement/relocation expected?

No

Is economic displacement expected? (loss of assets or access to assets that leads to loss of income sources or other means of livelihoods)

TBD

#### **The World Bank Policy on Disclosure of Information**

Have relevant safeguard policies documents been sent to the World Bank for disclosure?

Yes, on August 30<sup>th</sup>

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, it was published on August 30<sup>th</sup> on

(<http://www.mgcas.gov.mz/st/site/frontoffice/default.aspx?module=elements/mapasite>).

#### **All Safeguard Policies**



Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

Yes

Have costs related to safeguard policy measures been included in the project cost?

Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

Yes

## CONTACT POINT

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### **Borrower/Client/Recipient**

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Danilo Bay

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### **Implementing Agencies**

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### **APPROVAL**

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