



Appraisal Environmental and Social Review Summary

Appraisal Stage

(ESRS Appraisal Stage)

Date Prepared/Updated: 02/28/2024 | Report No: ESRSA03323



I. BASIC INFORMATION

A. Basic Operation Data

Operation ID	Product	Operation Acronym	Approval Fiscal Year
P179211	Investment Project Financing (IPF)	Ndoye Project	2024
Operation Name	Adaptive and Productive Social Safety Nets Project		
Country/Region Code	Beneficiary country/countries (borrower, recipient)	Region	Practice Area (Lead)
Central African Republic	Central African Republic	WESTERN AND CENTRAL AFRICA	Social Protection & Jobs
Borrower(s)	Implementing Agency(ies)	Estimated Appraisal Date	Estimated Board Date
Central African Republic	Ministry of Humanitarian Action, Solidarity and National Reconciliation	27-Feb-2024	24-May-2024
Estimated Decision Review Date	Total Project Cost		
22-Feb-2024	30,000,000.00		

Proposed Development Objective

The development objective of the project is to : (a) expand access to social safety nets for poor and vulnerable households in targeted areas; and (b) strengthen the shock-responsiveness of the delivery system.

B. Is the operation being prepared in a Situation of Urgent Need of Assistance or Capacity Constraints, as per Bank IPF Policy, para. 12?

No

C. Summary Description of Proposed Project Activities

[Description imported from the PAD Data Sheet in the Portal providing information about the key aspects and components/sub-components of the project]

The project will build on the experience of the Service Delivery and Support to Community Affected by Displacement (PACAD) project to expand access to social safety nets and strengthen delivery systems in CAR; while also supporting accompanying measures and response to shocks in targeted areas. Specifically, the operations aims to: (a) expand social safety nets to the poorest and vulnerable households in climate-vulnerable targeted areas by promoting the transition to "classic" safety nets in targeted areas aligned with the government's core vision to restore the social contract with



the population and promote social inclusion. As such, the project envisages to provide regular cash transfers to poorest households and accompanying measures and links to other services for complementarity; (b) provide emergency cash transfers to eligible households, in the event of an emergency, such as climate-related shocks; (c) strengthen the social safety nets delivery systems and their ability to respond to shocks by supporting the government in developing a unified social registry and payment systems, as well as harmonized protocols for response to shocks; and (d) capacity building and project management and monitoring and evaluation.

D. Environmental and Social Overview

D.1 Overview of Environmental and Social Project Settings

[Description of key features relevant to the operation's environmental and social risks and opportunities (e.g., whether the project is nationwide or regional in scope, urban/rural, in an FCV context, presence of Indigenous Peoples or other minorities, involves associated facilities, high-biodiversity settings, etc.) – Max. character limit 10,000]

The Central African Republic (CAR) is a landlocked country of approximately 6.1 million people with a low population density.

Despite being rich in natural resources, the country is one of the poorest in the world and recurrent conflicts have caused many people to become refugees or internally displaced. The country possesses significant agricultural potential and is rich in forests and minerals, which has yet to translate into equal growth and development. Human development indices are among the lowest in the world, with low literacy rates and limited access to healthcare. Despite the latest peace agreement, signed in 2019, the country suffers from insecurity and violence. The project will focus on two of the poorest regions (region 4 and 6). In region 4 the project will target the provinces of Kemo and Ouaka and in region 6 it will focus on Basse-Kotto, Mbomou and Haut-Mbomou. This means that it will be implemented in areas where there are limited presence of civil servants and where there might be some level of conflict.

There is an acute lack of infrastructure in the country, including roads, making access to the rural areas difficult. During the rainy season a large part of the country becomes inaccessible which might affect the possibility of reaching more remote areas. Internet coverage is low, and almost nonexistent outside the capital. Haut-Mbomou is particularly isolated, and it is an area in which the Lord Resistance Army has operated.

Marginalized populations include women and youth: CAR has some of the largest gender gaps in the world, and the country ranks 188 out of 191 countries on the Human Development Index for gender equality. Women and girls lack voice and agency, reproductive autonomy, are disproportionately excluded from education, and have fewer skills than men to compete in the labor market. While CAR is committed to gender equality in the law, the implementation remains weak. Empowering women and girls is key for the development of the country. The population of CAR is young and it has high unemployment rates; amongst youth the employment rate is 62%. There are very few opportunities for them to pursue education options or access credit, limiting their ability to find employment or generate livelihood options.

Women and girls are persistent targets of gender-based violence (GBV) and there is a wide social and cultural acceptance of Gender based violence (GBV) and inter-partnership violence. Sexual Exploitation and Abuse (SEA) and Sexual Harassment (SH) are also frequent, and there is wide-spread impunity for these types of crimes. It is estimated



that 52% of women have experienced physical violence since the age of 15. Sexual abuse of men and boys are according to Civil Society Organizations (CSOs) also frequent.

There is presence of Indigenous Peoples (Ba-Aka) in four prefectures in the country (Lobaye, Sangha-Mbaere, Mambere Kadei and Ombella-Mpoko). The project will, however, not operate in any of those provinces (unless component 1.2 on emergency transfers are expanded to include other provinces than those currently envisaged). There is discrimination based on ethnicity and religion such as between herders and farmers, and it is important that the project take such potential conflicts into account. Conflicts over land and water between herders and farmers are frequent and one of the main causes of conflict in the country. People with disability is estimated to be around 15 percent of the population. There are some CSOs that represent people with disability, although there are no organization that works for the right of people with intellectual disability. These organizations are mainly operating in Bangui. The protracted conflict has displaced a large proportion of the population, with many seeking protection in neighboring countries and others internally displaced. An estimated 743 000 people have sought protection in neighboring countries, most notably DRC, Cameroon and Chad and 490 000 are internally displaced (OCHA, Jan, 2024).

CAR ranks as the world's second most vulnerable country to climate change, after Chad, according to the ND-GAIN Country Index. Rising temperatures, increased frequency of hot days and nights, and more intense rainfall have been observed since the 1970s. Future projections indicate even higher temperatures, more hot days, and longer heat waves. Climate-induced droughts are likely to worsen existing conflicts over water and grazing land, especially as transhumant herders from neighboring countries move through these areas. Additionally, intense floods can destroy infrastructure and livelihoods. These climate hazards have severe negative impacts on infrastructure and the livelihoods of farmers, pastoralists, and marginalized groups. The communities lack resilience to cope with climate shocks.

D.2 Overview of Borrower's Institutional Capacity for Managing Environmental and Social Risks and Impacts

[Description of Borrower's capacity (i.e., prior performance under the Safeguard Policies or ESF, experience applying E&S policies of IFIs, Environmental and social unit/staff already in place) and willingness to manage risks and impacts and of provisions planned or required to have capabilities in place, along with the needs for enhanced support to the Borrower – Max. character limit 10,000]

The PACAD project, which this new operation builds upon, has been implemented by the Ministry of Humanitarian Action, Solidarity and National Reconciliation (MAHSRN) with the support of United Nations Office for Project Services (UNOPS) (since December 2023, UNOPS is, however, no longer involved). The PACAD project which is expected to be completed in April, 2024 has been guided by the former safeguard policy, and the Ministry has no previous experience of implementing the ESF, and it has never implemented a World Bank financed operation on its own. It has, however, co-led the implementation of the PACAD activities. Trainings for the PIU safeguard staff, including people from MAHSRN will be conducted on a regular basis to fill this gap.

A Project Implementation Unit (PIU) for the project will be established under the Cabinet of the Minister at MAHSRN. The staff in the PIU will be recruited on a competitive basis. It is anticipated that the PIU will need substantial capacity building on the ESF. Some third-party monitoring arrangement might need to be put in place, depending on the profile and skills of the PIU staff (especially regarding SEA/SH). The PIU will hire one specialist on gender based violence and sexual exploitation and abuse (GBV/SEA), one social safeguard specialist and one security specialist. An ESMP will developed, should the project decide during project implementation to include some infrastructure or if the activities under sub-component 1.3 are extended to include activities that might have an environmental impact. If so there might



be a need to hire an environmental specialist as well. For the time being it is, however, not deemed necessary to do an ESMP nor to recruit an environment specialist.

The Ministry of Labor, Social Protection and Vocational Training will be a partner for the project. Given its role in coordinating the preparation of the national social protection strategy and chairing the Social Protection Coordination Committee, the ministry will be a key partner for the conceptualization and coordination of project activities.

At the national level, the Directorate General for Environment is the main institution hosted in the Ministry of Environment that is responsible for conducting and coordinating the E&S assessment process in CAR (validation of Environmental and Social Impact Assessments, Environmental and Social Management Plan (ESMP), inspection etc.).

II. SUMMARY OF ENVIRONMENTAL AND SOCIAL (ES) RISKS AND IMPACTS

A. Environmental and Social Risk Classification (ESRC)

Substantial

A.1 Environmental Risk Rating

Moderate

[Summary of key factors contributing to risk rating, in accordance with the ES Directive and the Technical Note on Screening and Risk Classification under the ESF – Max. character limit 4,000]

The environmental risk is rated moderate, mainly due to potential environmental risks and impacts linked to sub-component 1.3 (accompanying measures) are not yet fully known. The accompanying measures has been scaled down during project preparations and will be mainly in the form of behavioral change communication and in-person sessions to promote awareness on fundamental human capital investments (such as nutrition advice for young children and the importance of education), financial education and some skills-development towards increasing household productivity. Possible risks from an environmental perspective would be if the household productivity courses would, for example, include the use pesticides. The project will, however, not do the agricultural information sessions itself, but refer participants to the World Bank financed PRUCAC project on agriculture. Likewise, the behavior change communication will be based on already developed material used by UNICEF and linking participants to World Bank financed projects in the education sector. The environmental risks will be re-assessed once the skills training activities have been further developed, and the environment risk rating might then change. Depending on the accompanying measures undertaken, and whether the ESHS risk assessment that will be undertaken, shows that the activities might have some negative impact on the environment and the health and safety of community members, a generic ESMP might be required. If so, an environmental safeguard specialist will need to be recruited to the project.

A.2 Social Risk Rating

Substantial

[Summary of key factors contributing to risk rating, in accordance with the ES Directive and the Technical Note on Screening and Risk Classification under the ESF – Max. character limit 4,000]

There is always a risk of elite capture and exclusion of vulnerable groups from registering when lists of beneficiaries are developed, whether it is for receiving safety net transfers or accessing training and awareness information sessions. Exclusion might also lead to social tensions in the communities if the selection criteria are not fully understood, the selection process not being transparent, or the criteria not adhered to in a correct manner. Discrimination based on ethnicity and religion or the exclusion of, for example, internally displaced people (IDPs) and people with disabilities are common. During the project preparation phase the targeting mechanism has evolved and

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the project will now cover the majority of the inhabitants in the selected communities. Instead of developing a list of criteria for those that will be eligible for the safety net transfer, a list of exclusion will be developed, This list will contain the households` with the highest incomes in the community. As a consequent, there will be a lower risk of exclusion of vulnerable groups. There might still be some targeting errors though with some of the richer household in the community none-the-less being added to the list. In consultations with stakeholders it was highlighted that community members wants the targeting to be made by people external to the communities. The Geographical targeting: the selection of communes within the five prefectures will be made through lottery, which might increase tensions between communities that will receive the benefit and those that won't. However, the lotto system used in the Londo project (P152512) to choose beneficiaries for community work have not created any social tensions, showing that a lottery system might be acceptable. The targeting related to sub-component 1.2 regarding emergency safety net transfers will be less comprehensive and considering that it will need to be put in place quickly, the risk for targeting errors and exclusion of the most vulnerable groups might increase. If implemented in areas where IPs live, an IPP needs to be developed. Safety net transfers might also increase the risk of domestic violence if the husband is not accepting that the transfer is made to the woman in the household. As been noted in other social protection projects there is also the risk of increased sexual exploitation and abuse related to project activities. For example, people in charge of doing the targeting might demand sexual favors for putting people on the beneficiary. The targeting mechanism of the project, decrease this risk to a certain extent. The project will operate in areas with limited security, raising security risks for the project workers and beneficiaries. The risk is partly reduced when the transfer is made through electronic payments, such as in the PACAD project that targeted main towns. Electronic payments, however, will not work work everywhere outside the main towns and this might require project workers having to resort to the distribution of cash which increases the risk. The risk of attacks on project workers, assets and beneficiaries must be assessed and evaluated via a project security risk assessment. A security risk assessment (SRA) and a Security Management Plan (SMP) will be developed before project effectiveness, and a security specialist will be hired by the PMU. The extremely high illiteracy rates (in rural areas over 90 percent of the women and 70 percent of men) pose risks that operators of mobile payments, or other people in the community, take advantage of people's illiteracy for their own benefit. The development of a unified social registry (Registre Social Unique - RSU) and payment system foreseen by the project might lead to the exclusion of vulnerable groups if the targeting is not done properly. A unified registry might also lead to violation of privacy if the data is not properly protected.

[Summary of key factors contributing to risk rating. This attribute is only for the internal version of the download document and not a part of the disclosable version – Max. character limit 8,000]

B. Environment and Social Standards (ESS) that Apply to the Activities Being Considered

B.1 Relevance of Environmental and Social Standards

ESS1 - Assessment and Management of Environmental and Social Risks and Impacts

Relevant

[Explanation - Max. character limit 10,000]

The social risks are assesses as substantial as there is a risk of exclusion of marginalized and poor beneficiaries in the targeting process, and the risk of SEA/SH both during targeting and during the accompanying measures. There are also indirect project risks with an increase in GBV and intimate partner violence in cases where the husband does not



respect that the transfer goes directly to the woman in the household. The social risks are well known from other similar projects such as cash for work projects in the country and the PACAD project that is the predecessor to the current project. A SEA/SH risk assessment has been carried out and a draft SEA/SH action plan has been developed, which will be finalized before appraisal. A GRM will be established before the implementation of the project activities. During the concept stage it was decided that there was no need for an ESIA as the risks are well-known. The project will not finance civil engineering works, which reduces the risks that the project has negative environmental impacts. This also means that there will be no land acquisition and therefore no resettlement. The project will not operate in areas where there are IPS. There is security risks involved in the project, as telephones and sometimes cash will need to be delivered to the beneficiaries. A security risk assessment and a security management plan will be developed before effectiveness. There are no financial intermediaries involved and there will be no associated facilities. There are no negative cumulative effects identified by providing safety net transfers and accompanying measures. The project will provide emergency safety net transfers to people affected by climate shocks. The project is not deemed likely to contribute to climate change, as the transfers will be made electronically, or in some cases in cash (which might lead to some increased traffic, but on a very limited scale). The Task Team has done a climate screening, and it has gone through the assessment of climate-co benefits. At the concept note meeting it was decided that the need for doing a generic ESMP would be decided once the accompanying measures under sub-component 1.3 were fully developed and it would be possible to assess whether the project would have any environmental impacts. Considering that the activities under component 1.3 has been scaled down during the project preparation preparations and will now mainly consist of awareness raising sessions and communication change behavior it is not currently assessed relevant to conduct a generic ESMP. However an ESHS Risk screening will be undertaken by the client to assess whether component 1.3 might have any environmental or community and health impacts. If any negative ESHS impacts are identified, the Recipient shall prepare, disclose, consult upon, adopt and implement a generic Environmental and Social Management Plan (ESMP), as relevant, consistent with ESSs. The generic ESMP will in that case provide guidance on screening, scoping, the level of environmental and social assessment and types of mitigation measures to be put in place to manage environmental and social impacts. The activities under sub-component 1.3 will be closely monitored by the World Bank's ESF team.

ESS10 - Stakeholder Engagement and Information Disclosure

Relevant

[Explanation - Max. character limit 10,000]

In fulfillment of ESS10 requirements, the project has prepared a SEP that will be disclose by project appraisal. The SEP is proportional to the project's E&S risks and is culturally appropriate. Stakeholders have been identified and categorized by their interest in, and influence on, the project. The stakeholders include civil society organizations, such as CSOs representing women and people with disability, the local community groups (RELAIS Communautés) and the local authorities. The SEP has also identified marginalized and vulnerable groups who need to be consulted and included in project activities, for example, people with disabilities, female-headed households, IDPs and people from different ethnic and religious groups. The consultations have included a range of stakeholders, such as government officials at central and local level, community members and civil society organizations. They have also included marginalized groups such as people with disability and people from different ethnic and religious groups. At the consultations, it was emphasized that communication needs to be adapted to different groups of people with disability, that the project should take into account that resources within households are not distributed equally within households (which should be addressed in the accompanying measures sessions). The risk of increased domestic violence was raised, but people also supported, and understood, the reasons for giving the transfer to the



woman in the household. For a fuller summary of the consultations see the SEP. As the project will also support social safety nets systems strengthening other stakeholders involved in financing social protection schemes, such as UNICEF and the World Food Program have been consulted during identification and project preparation missions. The SEP includes mechanisms for information sharing, citizen engagement and beneficiary feedback. The SEP also includes a communication strategy which will be used to enhance communication between project beneficiaries and the project implementing entity. The SEP will be disclosed by appraisal and updated throughout the project cycle. The SEP includes the design and operation of a GM, sensitive to GBV/SEA/SH including the safe, confidential and ethical treatment of such complaints.

ESS2 - Labor and Working Conditions

Relevant

[Explanation - Max. character limit 10,000]

The project activities will require the recruitment and employment of direct workers, consultants and contract workers (both full time and part time). It will also engage project volunteers such as the Relais Communautaires, that will provide awareness raising activities. Hence, ESS2 is relevant, and the government has prepared a draft LMP that will be finalized and disclosed prior to effectiveness. It establishes the terms and conditions of employment, as well as guidelines for non-discrimination and equality of opportunity and the freedom to associate with workers' organizations. The LMP also include measures to ensure that labor is provided on a voluntary basis and will further ensure the health and safety of workers, including prevention of SEA/SH risks among workers. It will also include measures on occupational health and safety and incident report. The LMP also provides details on grievance mechanisms for workers and the roles and responsibilities of contractors and implementing entities.

ESS3 - Resource Efficiency and Pollution Prevention and Management

Not Currently Relevant

[Explanation - Max. character limit 10,000]

Not currently relevant as there will be no construction work and civil works. Component 1.3 on accompanying measures are not currently deemed to have any negative ESHS impacts. This might be reconsidered depending on whether the ESHS screening of component 1.3, that will be carried out before the start of project activities under component 1.3 identifies any negative ESHS impacts.

ESS4 - Community Health and Safety

Relevant

[Explanation - Max. character limit 10,000]

Although the project is not foreseen to finance activities that involve construction and civil works, ESS4 is relevant because of: (i) security situation in the project areas; (ii) the risk of GBV/SEA/SH; and the (iii) risks of transmission and spread of sexually transmitted infections (STI) and communicable diseases. Accordingly, health and safety measures will be reflected in the SMP and the SEA/SH mitigation action plan. A SEA/SH risk assessment has been carried out and a SEA/SH mitigation action plan, detailing specific measures to be implemented as part of the project has been drafted. Communication, awareness-raising, training of project staff and accompanying measures focusing on gender equality to beneficiaries and community members will be key to minimizing the risks of domestic violence and SEA/SH. The project will be implemented in areas where non-state armed groups continue to operate, with high security risks for both beneficiaries and project workers, especially if transfers must be made in cash and not through



the mobile network. The government will prepare and disclose, prior to effectiveness, a draft Security Risk Assessment (SRA) and Security Management Plan (SMP) that describes appropriate measures to mitigate security risks for project workers and beneficiaries. The security management plan will also include measures related to road and traffic safety since there will be some movements by car by project workers. The development of a unified social registry and payment system could expose key stakeholders, mainly beneficiaries and especially vulnerable groups, to data security and data privacy risks if the data is not kept confidential. Hence a data security plan will need to be developed before the start of activities under component 2.

ESS5 - Land Acquisition, Restrictions on Land Use and Involuntary Resettlement Not Currently Relevant

[Explanation - Max. character limit 10,000]

Not currently relevant as there will be no construction work and civil works.

ESS6 - Biodiversity Conservation and Sustainable Management of Living Natural Resources Not Currently Relevant

[Explanation - Max. character limit 10,000]

Not currently relevant as there will be no construction work and civil works.

ESS7 - Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities Not Currently Relevant

[Explanation - Max. character limit 10,000]

The project does not target areas where Ba-Akas are present, as the project will be implemented in areas 4 and 6 which are two of the poorest regions (Ba-Akas live in Area 1 and 2). \ . Component 1.2, regarding safety net transfers related to emergencies might, however, be implemented in areas where there is presence of indigenous peoples (it remains to be decided by the task team). Currently, it is foreseen that the sub-component 1.2 will be restricted to areas 4 and 6. Should this change and project activities will be implemented in areas where there is presence of indigenous peoples, it is important that Ba-Aka communities are informed, consulted and included as possible beneficiaries. An indigenous peoples plan (IPP) shall then be prepared, disclosed, consulted upon, adopted and implemented consistent with ESS7.

ESS8 - Cultural Heritage Not Currently Relevant

[Explanation - Max. character limit 10,000]

Not currently relevant. The project will not finance physical activities and is not expected to affect neither tangible nor intangible cultural heritage.

ESS9 - Financial Intermediaries Not Currently Relevant

[Explanation - Max. character limit 10,000]



Not applicable.

B.2 Legal Operational Policies that Apply

OP 7.50 Operations on International Waterways

No

OP 7.60 Operations in Disputed Areas

No

B.3 Other Salient Features

Use of Borrower Framework

No

[Explanation including areas where "Use of Borrower Framework" is being considered - Max. character limit 10,000]

Project will not rely on the government’s framework, but will comply with national environmental and social laws, policies and regulations.

Use of Common Approach

No

[Explanation including list of possible financing partners – Max. character limit 4,000]

Not applicable. But the team will coordinate with UNICEF and WFP that are also financing social protection projects in the country.

B.4 Summary of Assessment of Environmental and Social Risks and Impacts

[Description provided will not be disclosed but will flow as a one time flow to the Appraisal Stage PID and PAD – Max. character limit 10,000]

The environmental risks are considered as moderate at appraisal. The Recipient shall conduct an environmental and social screening prior to carrying out activities under sub-component 1.3. If any negative ESHS impacts are identified, the Recipient shall prepare, disclose, consult upon, adopt and implement a generic Environmental and Social Management Plan (ESMP), as relevant and consistent with ESSs.

The social risks are estimated as substantial, mainly due to: i) risk of exclusion of marginalized groups through elite capture and discrimination; ii) security concerns as the transfers will sometime have to be made in cash, or when mobile phones will be distributed to beneficiaries; iii), the risk of an increase in domestic violence, and the risk of SEA/SH - particularly when the list of beneficiaries is being developed - and also during the implementation of accompanying measures; iv) the risk of social tension in the communities, and between communities, if selection criteria are not easily understood or seen as unfair. In relation to the support for the establishment of a unified social registry and payment system, there is the risk that marginalized groups will be excluded due to discrimination, corruption and elite capture. Finally, there is also the risk that data captured in the RSU will not be kept confidential.

The ESF team will work closely with the task team to ensure that issues related to the inclusion of vulnerable groups are taken into account during project preparation, and that there are control measures in place to ensure that the poor and

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vulnerable are being reached. The team will also work with the task team to ensure that data protection measures are integrated into component 2 (Social Registry). In addition, the ESF team will provide substantive capacity building support to the PIU that will be established under the cabinet of the minister at MAHSRN.

C. Overview of Required Environmental and Social Risk Management Activities

C.1 What Borrower environmental and social analyses, instruments, plans and/or frameworks are planned or required by implementation?

[Description of expectations in terms of documents to be prepared to assess and manage the project’s environmental and social risks and by when (i.e., prior to Effectiveness, or during implementation), highlighted features of ESA documents, other project documents where environmental and social measures are to be included, and the related due diligence process planned to be carried out by the World Bank, including sources of information for the due diligence - Max. character limit 10,000]

- Preparation and disclosure of a draft Environmental and Social Commitment Plan (ESCP) by appraisal.
- Preparation, consultation on, and disclosure of a generic ESMP, in case the ESHS risk screening of component 1.3 (accompanying measures) finds that there are some elements that are deemed to have environmental and/or community health and safety impacts.
- Preparation, consultation and disclosure of a SEP that includes a GRM (including for sensitive cases) before appraisal.
- Preparation, consultation and disclosure of a SEA/SH Action Plan before appraisal.
- Preparation, consultation, and disclosure of an LMP before effectiveness.
- Preparation, consultation and disclosure of an IPP if project activities are implemented in areas where there is presence of indigenous peoples. The IPP needs to be developed before activities in those areas starts.
- Preparation, consultation, and disclosure of a draft SRA/SMP before effectiveness.

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III. CONTACT POINT

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