



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

Appraisal Stage | Date Prepared/Updated: 20-Nov-2018 | Report No: PIDISDSA25411



BASIC INFORMATION

A. Basic Project Data

Country Egypt, Arab Republic of	Project ID P168414	Project Name Egypt Strengthening Social Safety Net Additional Financing	Parent Project ID (if any) P145699
Parent Project Name Strengthening Social Safety Net Project	Region MIDDLE EAST AND NORTH AFRICA	Estimated Appraisal Date 01-Nov-2018	Estimated Board Date 28-Feb-2019
Practice Area (Lead) Social Protection & Labor	Financing Instrument Investment Project Financing	Borrower(s) Government of Egypt, Ministry of International Cooperation	Implementing Agency Ministry of Social Solidarity

Proposed Development Objective(s) Parent

The project development objective (PDO) is to support the Borrower to establish an efficient and effective Takaful and Karama Cash Transfer Program. “Efficient” is defined and measured by good targeting of the poor. “Effective” is defined and measured by coverage of the poor and having basic administrative building blocks of the Program.

Proposed Development Objective(s) Additional Financing

The project development objective (PDO) is to support the Borrower to establish an efficient and effective Takaful and Karama Cash Transfer Program and improve access to economic opportunities. “Efficient” is defined and measured by good targeting of the poor. “Effective” is defined and measured by coverage of the poor and having basic administrative building blocks of the Program. “Improved access to economic opportunities” in this context is defined as better access to wage or self-employment for targeted poor and vulnerable households.

Components

- Provision of Conditional and Unconditional Cash Transfers
- Support SSN Targeting and Operational Systems
- Project Management and Monitoring and Evaluation
- Economic Inclusion/Empowerment Services Pilot

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	500.00
Total Financing	500.00



of which IBRD/IDA	500.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Bank for Reconstruction and Development (IBRD)	500.00
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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

Egypt maintains a strong reform focus. In 2014, GOE committed to undertake significant structural, economic and social reforms to reduce its large fiscal deficit and restore macroeconomic stability by moving away from universal subsidies towards well-targeted transfer programs. This ambitious plan includes eliminating energy subsidies through a series of annual electricity price reforms and fuel price increases, devaluing local currency, and concurrently establishing well-targeted and effective national social safety nets to support the poorest people who are adversely impacted by these reforms. Though the parent project provides cash transfers (CT) to the poorest households impacted by these reforms, further reforms are planned through new waves of removal of subsidies which will further compound the negative impacts on the poorest households.

Project Background. The SSNP was approved by the World Bank Board of Executive Directors on March 20, 2015 for a total IBRD Loan amount of US\$400 million, with an original closing date of November 30, 2019. The project was in response to the Government of Egypt’s (GOE) request for World Bank technical and financial support in the roll out of the then, new “Takaful and Karama” program. Takaful (solidarity) is a family income support with co-responsibility (conditional) cash transfer (CT) program aimed at reducing poverty and producing human development improvements (in health and education), while Karama (dignity) is an unconditional income support and social inclusion subprogram that aims at the protection and inclusion of the poor elderly (above age 65) and persons with severe disability.

The program targeted 20 percent of the poorest households using geographical targeting (poorest districts) and application of a proxy means test (PMT) formula. Takaful and Karama was designed based on best practice and the GOE thus sought the Bank’s technical expertise as well as advances to partially co-finance the program’s first four



years of benefits while the fiscal space for gradual expansion is secured. The project includes three components: Component 1: Provision of conditional and unconditional cash transfers (US\$375 million). This is a results-based financing (RBF) component funding the cash transfers under the TKP (out of a total government program funding of US\$4.82 billion). The component supports cash transfers to beneficiary households; Component 2: Support Social Safety Net (SSN) Targeting and Operational Systems (US\$22 million) which finances technical assistance (TA) and investments to foster achievement of results under Component 1, as well as support to the Ministry of Planning and Administrative Reform (MOPAR) for the development of the Unified National Registry (UNR); and Component 3: Project Management and Monitoring and Evaluation (US\$3 million) which finances: salaries of the project implementation unit (PIU) staff (non-civil servants); operating costs directly linked to the daily management of the project; regular internal audits and annual external audits; and evaluations.

Macroeconomic figures show that the Government reforms have helped stabilizing the economy, with growth rebounding to 5.3 percent in fiscal year (FY) 2018. A notable improvement has been achieved on the fiscal front, with the realization of a primary surplus of 0.1 percent and the reduction of fiscal deficit to 9.8 percent, as a result of cuts in energy subsidies, containment of the wage bill and an increased value added tax (VAT) intake. While foreign reserves increased to adequate levels (US\$44.4 billion in end-August 2018, equivalent to 8.5 months of FY19 merchandise imports), further structural reforms are still needed to raise Egypt's forex income from merchandise exports and non-oil foreign direct investment (FDI). Inflation remained elevated at 21.6 percent on average in FY18 but started to recede significantly towards the end of the year. These price increases have lowered households' purchasing power. Although unemployment has started to decrease to the low double digits, the employment rate was only 40.5 percent in 2016 (17.6 percent for women) with a large share informally employed. Continued fiscal, economic and social reforms are needed to sustain growth as poverty rates remain persistently high, with about a third of the population below the poverty line in 2015. Continued price hikes of regulated goods and services are expected to adversely affect households, especially those with fixed income and the most vulnerable groups. The poor and those living in rural Upper Egypt could face disproportionately large welfare losses in the short term.

Continued government commitment to the objective of the parent project, which is 'to support the establishment of an efficient and effective Takaful and Karama cash transfer program', and to promote economic inclusion and empowerment, remains fully relevant to the country and sector context. The objectives of the AF are aligned with the Government's mandate of reducing extreme poverty.

C. Proposed Development Objective(s)

Original PDO

The project development objective (PDO) is to support the Borrower to establish an efficient and effective Takaful and Karama Cash Transfer Program. "Efficient" is defined and measured by good targeting of the poor. "Effective" is defined and measured by coverage of the poor and having basic administrative building blocks of the Program.

Current PDO

The project development objective (PDO) of the parent project will be revised as follows: "to support the Borrower to establish an efficient and effective Takaful and Karama Cash Transfer Program and improve access to economic opportunities. "Efficient" is defined and measured by good targeting of the poor. "Effective" is defined and measured by coverage of the poor and having basic administrative building blocks of the Program. "Improved access to economic



opportunities” in this context is defined as better access to wage or self-employment for targeted poor and vulnerable households.

The three PDO level results indicators will remain unchanged (with only a revision to the Indicator 3 end target), while a fourth indicator will be added to reflect the addition of Component 4.

- a. **Indicator 1:** Percentage of the program’s beneficiary households who are under the poverty line (to measure targeting efficiency/accuracy) (target 60% by project completion)
- b. **Indicator 2:** Percentage of poor households covered by the program (to measure the program’s overall coverage) (target 20% by project completion)
- c. **Indicator 3:** Number of days, after payment due date, the funds deposited in beneficiaries’ individual accounts (a measure of administrative building block of the program) (original target 10 days by project completion-revised to 1 day by project completion)
- d. **Indicator 4 (new):** Percentage of beneficiaries of economic inclusion services who remain employed or self-employed 6-months after the completion of receiving the service package (target 40% by project completion, out of which at least 30% are women and 50% are youth from 18 to 35 years).

D. Project Description

Under the proposed AF, the original components (Components 1–3) will remain unchanged but will include additional funds to scale up the activities. The AF will also finance a new Component 4 (Economic Inclusion/Empowerment Services Pilot).

Components 1,2 and 4 aim to build resilience of the poorest and most vulnerable before shocks occur, and prevent people from falling into poverty (or deeper poverty), after the shocks occur. They focus on risk preparedness that can be easily scaled up in response to climate-related and other types of shocks by including efficient targeting mechanisms to identify ex-ante those most vulnerable to natural hazards and climate change related risks; as well as protecting against climate-related shocks. Economic inclusion services also increase climate resilience through adaptation activities which are critical for poor and vulnerable households who are often at the highest risk to the effects of climate change. These measures prevent them from falling deeper into poverty, reduce their overall exposure to risk, and contribute to long-term adaptation to climate change.

Component 1: Provision of Conditional and Unconditional Cash Transfers (original allocation US\$375 + AF allocation US\$435 million, total revised allocation: US\$810 million). This component will use a results-based approach, with eligible expenditures comprising CTs under the Takaful and Karama program. and the component will support expansion and scale up of the TKP in all 27 governorates of Egypt to reach a total of 3 million TKP households by December 31, 2022. This includes new applicants as well as eligible households from the old social solidarity pension system (Daman) who will be recertified using the PMT as part of the process of dissolving the old social solidarity pension system¹. This component will continue to use a results-based approach, with eligible expenditures comprising CTs under the TKP.

¹A social protection law is expected to be issued by GOE in 2019 to dissolve Daman system and announce migration of eligible beneficiaries to the TKP.



Component 2: Support SSN Targeting and Operational Systems (original allocation US\$22 million + AF allocation US\$10 million, total revised allocation: US\$32 million). Withdrawals under this component will be made against eligible expenditures for specific activities set out in the updated Procurement Plan (PP) and will finance TA and investments to enhance the GoE's capacity to improve TKP effectiveness and efficiency. Specifically, it will support improving the accuracy of Takaful and Karama targeting and operational systems: registration, database cross-checking, enrollment, recertification (of TKP beneficiaries and Daman social pension beneficiaries for transfer to TKP), PMT revisions, conditionality verification, case management, beneficiary data update, payment delivery, and TKP communication and media strategy. It will strengthen grievance and redress systems (GRS), performance monitoring, implementation and monitoring of conditionality, and expand social accountability citizen engagement and social accountability activities.

Component 3: Project Management and Monitoring and Evaluation (original allocation US\$3 million + AF allocation US\$5 million, total revised allocation: US\$8 million). This component will continue to support and finance costs associated with project management and ensure that the project is successfully and efficiently implemented in conformity with the Loan Agreement, the Project Appraisal Document, and in line with the Project Operations Manual (POM). The component will finance (a) project implementation unit (PIU) staff (non-civil servants) salaries; (b) PIU equipment and operating costs related to the daily management of the project (office space, utilities and supplies, bank charges, communications, translation, transportation, maintenance and insurance, building and equipment maintenance costs, and travel and supervision costs); (c) regular internal audits and annual external audits financial and procurement activities according to the Bank's legal requirements); (d) undertaking of the end-line impact evaluation; and (e) consultancy services for knowledge management and documentation, and institutionalization of TKP processes within MOSS.

Component 4: Economic Inclusion/Empowerment Services Pilot (AF allocation: US\$50 million). Under the AF, Component 4 will be introduced to support the government pilot program to achieve a number of economic inclusion targets. The component will include a range of activities to complement the CT program with improved access to economic opportunities that strengthen income generating capacities and economic resilience. Various productive/economic inclusion models will be piloted by enhancing skills of beneficiaries and linking them to wage or self-employment opportunities. The component addresses the need to test various models of sustainable livelihoods tailored to the profile of TKP applicants. Effective economic inclusion programs are expected to assist beneficiaries to reduce long term dependency on CTs. Component 4 will target: (a) working age/unemployed and inactive members of TKP beneficiary households, and (b) other working age/inactive and unemployed individuals that fall within the TKP database but were rejected based on their PMT score which was right above the poverty threshold cutoff point (with PMT score between 4.5-5.5). Selection of participants would prioritize individuals to achieve targets of 50 percent youth and 30 percent women.

The proposed AF is fully aligned with the World Bank Group's Country Partnership Framework (CPF) for Egypt 2015-2019 (Report number 94554-EG, November 20, 2015), specifically focus area 3 'Social inclusion', and Objective 3.1: Improved access to short-term income opportunities for the poor and increased coverage of the social safety net (SSN) system, as well as Objective 1.4: Strengthened engagement in service delivery. The CPF aims to improve targeting and delivery mechanisms for the TKP, including business processes, enrollment, payment delivery, grievance and redress mechanisms (GRM), citizen engagement and social accountability (CE&SA) activities, and monitoring and evaluation



(M&E). Components 1 and 4 of proposed AF are also aligned with the World Bank Group's Gender Strategy (FY 16–23, Report No. 102114).

Additionally, the project supports the World Bank's commitment to promoting human capital development, as social protection programs have proven to effectively reduce poverty, increase food consumption, improve dietary diversity, and increase the use of health services and school enrollment². More precisely, the project provides income support to poor families from the very early years and through the entire life-cycle to build the human capital that will have later a return in the labor market and will contribute to the reduction of inter-generational transmission of poverty.

E. Implementation

Implementation arrangements under the AF will remain unchanged. The project will continue being implemented by the Ministry of Social Solidarity (MOSS) and will follow the existing implementation arrangements. Additionally, the team will be expanded to include staff that will support the newly added social inclusion Component 4. To ensure that adequate institutional arrangements for managing environmental and social risks are in place, an environmental and social unit will be established at the PIU which will include a senior environmental and social expert supported by an environmental officer and a social officer. The senior expert will monitor the implementation of the Environmental and Social Management Framework (ESMF) and will oversee the two officers. Together, the unit will monitor the projects' activities all over Egypt. The staff at the central unit will follow up with environmental and social focal points at local level (governorate/unit level) to monitor safeguards and ensure that the project is in compliance with World Bank safeguard policies and regulations.

The project will be implemented through MOSS's existing structure, supported by a PIU which includes permanent staff from MOSS and which forms the Program Task Force (PTF). The Central Unit for Social Pension (CUSP) under the Social Protection Department (PSD) is responsible for day to day project management, reporting to the Minister of Social Solidarity and supported by the PIU. At the regional level, the project is supported by regional directorates of MOSS, district offices, and MOSS' social units which exist in villages or groups of villages. These units are responsible for mobilization, outreach, and maintaining continuous contact with beneficiary households. MOSS has also signed Memoranda of Understandings (MOUs) with the ministries of health and education respectively, to support monitoring and reporting of conditionality. Further, the Ministry of Planning, Monitoring and Administrative Reform (MOPAR) is an integral part of implementing Component 2 while fiduciary functions lie with the PIU.

At the policy level, the government established high level ministerial committee for social justice, chaired by the Prime Minister, and with participation of key ministers, will continue overseeing progress of the social protection reform and ensure sectoral coordination.

² World Bank Group Briefnote, 'The Contribution of Social Protection and Jobs to Human Capital Formation', by Margaret Grosh, Julieta Trias, Ruslan Yemtsov, and Ian Walker.



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

Similar to the parent project, the Additional Financing will be implemented in the 19 poorest districts of Egypt located in the Governorates of Sohag, Asyut, Luxor, Qena, Aswan, and Giza.

G. Environmental and Social Safeguards Specialists on the Team

Amer Abdulwahab Ali Al-Ghorbany, Environmental Specialist
Fawah Ngeniform Akwo, Social Specialist

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	<p>The project is classified as category ‘B’ in line with 4.01 policy on environmental assessment. Activities which are anticipated to cause environmental impacts under this AF will be supported by asset transfer or grant supported activities in sectors related to handicrafts, agribusiness, trade and services. These subprojects will be of small scale and may cause minor negative environmental impacts, if any. Potential negative impacts would be mitigated through the implementation of mitigation measures that will be included in the project’s Environmental and Social Management Framework (ESMF).</p> <p>The ESMF includes: (a) a screening tool that will be used to screen each subproject, and consequently assign the appropriate environmental categorization and preparing environmental and social instrument, if needed -any High Risk and/or Category A-type subprojects will be excluded and the ESMF will assess and propose mitigation for key social risks including gender based violence (GBV) and intimate partner violence (IPV); (b) provisions for excluding any subprojects that might have significant negative environmental impact; (c) an assessment of the institutional capacity of MOSS, and will suggest an Environmental and Social Management System</p>



		(ESMS) to identify, assess, manage, and monitor the environmental and social risks and impacts of subprojects to be supported under Component 4. The ESMF -including the consultation report- has been reviewed and cleared by the Bank, and disclosed in country and sent for disclosure on the World Bank external website.
Performance Standards for Private Sector Activities OP/BP 4.03	No	The project does not involve private sector activities and thus this OP is not triggered.
Natural Habitats OP/BP 4.04	No	The project will not cause any negative impact on natural habitats and will not result in loss or degradation of any Critical Natural Habitats as defined by the Policy.
Forests OP/BP 4.36	No	The project will not have an impact on the health and quality of any forests; will not affect the rights and welfare of people and their level of dependence upon or interaction with forests; and will not bring about changes in the management, protection, or utilization of natural forests or plantations, whether they are publicly, privately, or communally owned.
Pest Management OP 4.09	No	The project will not require the purchase, application or storage of pesticides and will not lead to an increased use of pesticides.
Physical Cultural Resources OP/BP 4.11	No	The project will not involve excavations, demolition, movement of earth, flooding, or other environmental changes; and will not be located in, or in the vicinity of, a physical cultural resources site.
Indigenous Peoples OP/BP 4.10	No	Indigenous Peoples are not present in, or have collective attachment to, the project area.
Involuntary Resettlement OP/BP 4.12	No	The project will not finance any civil works therefore the project will not involve in any land acquisition.
Safety of Dams OP/BP 4.37	No	The project does not involve the construction of new dams and and/or existing dams in the borrower's territory and none of the proposed interventions will be dependent or impacted by an existing dam.
Projects on International Waterways OP/BP 7.50	No	The project does not involve any hydroelectric, irrigation, flood control, navigation, drainage, water and sewerage, industrial, and similar activities which involve the use or potential pollution of international waterways as described in para. 1 of the Policy; and does not include a detailed design and engineering studies of activities under para. 2(a) of the Policy, including those to be carried out by the Bank as executing agency or in any other capacity.
Projects in Disputed Areas OP/BP 7.60	No	The project does not take place in disputed areas.



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:

Activities which are anticipated to cause environmental impacts under this AF will be supported by asset transfers or grant supported activities in sectors related to handicrafts, agribusiness, trade and services. These small-scale interventions are expected to have no to limited environmental or social risks associated with them. Potential limited, site-specific impacts might result from these activities include: air pollution, odors, noise and other impacts that might occur from improper disposal of effluents, and solid wastes. Potential impacts and risks include those associated with health and safety of workers and public. Nevertheless, and considering the scale of activities that the project will support i.e. small and medium scale, it is not anticipated that the project would result in large scale, significant or irreversible impacts.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area: There are no potential indirect or long term impacts anticipated under this project in the project area.

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

N/A

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.

An Environmental and Social Management Framework (ESMF) has been prepared by the project to guide the preparation of further safeguards documents -such as an Environmental and Social Impact Assessment (ESIA), site specific Environmental and Social Management Plans (ESMPs) and/or checklists that may need to be prepared. The ESMF details measures that should be implemented to manage potential environmental and social impacts, including those on public and worker's health and safety. The ESMF will also suggest arrangements and measures for establishing an adequate environmental management 'system' for the management of potential environmental and social impacts. To ensure that adequate institutional arrangements for managing environmental and social risks are in place, an environmental and social unit will be established at the PIU which will include a senior environmental and social expert supported by an environmental officer and a social officer. The senior expert will monitor the implementation of the Environmental and Social Management Framework (ESMF) and will oversee the two officers. Together, the unit will monitor the projects' activities all over Egypt. The staff at the central unit will follow up with environmental and social focal points at local level (governorate/unit level) to monitor safeguards and ensure that the project is in compliance with World Bank safeguard policies and regulations. Key areas that the ESO -and focal points- will be trained on include: screening, initial environmental and social assessment, monitoring and reporting. The proposed system would also include proper arrangements for monitoring and reporting on the compliance with the ESMF and subsequent environmental and social management plans.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

The project is expected to continue having positive social impacts with the inclusion of the AF. Significant



improvements have already been observed in targeting, using a combination of geographical targeting (the poorest areas of districts with the highest poverty rates) and application of the PMT. The SSNP impact evaluation indicated that 58 percent of beneficiaries come from the lowest two quintiles of the population, demonstrating that the poorest and most vulnerable groups are most likely to be the primary beneficiaries of the project. The cash transfer benefits to the poor will increase further as the project is expanded and further refinements are made to the PMT and the UNR is developed to further refine its targeting accuracy. The positive impact on women will continue, as over 88 percent of CT beneficiaries are mothers, and the CTs are expected to provide them with economic empowerment and increase participation in family decision-making of participating women. The provision of conditional income support provides a strong incentive to keep girls in schooling at higher levels, whereas they would normally discontinue education, especially in poor and rural areas. Women’s leadership and empowerment will also be enhanced through their participation in social accountability committees and citizen engagement activities.

Component 4 - economic inclusion/empowerment services is also expected to help beneficiaries to access sustainable livelihood opportunities (through programs such as job placement and training on employability skills and asset transfer).

The project is expected to trigger OP 4.01 on Environmental Assessment with a “Category B” classification. The introduction of Component 4 will include activities that will be supported by asset transfer or grant supported activities in sectors related to handicrafts, agribusiness, trade and services, the latter of which might entail risks of gender-based violence (GBV) particularly in the form of sexual harassment. Additionally, while cash transfers largely increase women's decision-making power and economic empowerment, they can potentially entail risks of intimate partner violence (IPV) stemming from resentment from male partners towards women who might have an increased income (if men are not recipients) and partners escalating threats of violence to coerce money from women. A project ESMF has been developed to assess potential social risks, screen any sub-projects against these, and outlines mitigation measures for identified risks such as increased awareness/training around GBV, adoption of Codes of Conducts, a strengthened GRM/MIS with dedicated treatment of GBV-type complaints, and an overarching survivor-centric GBV prevention/response action plan that provides recourse and connects potential victims to support services and resources.

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

Environmental Assessment/Audit/Management Plan/Other		
Date of receipt by the Bank	Date of submission for disclosure	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
17-Oct-2018	12-Nov-2018	

"In country" Disclosure
 Egypt, Arab Republic of
 12-Nov-2018

Comments
 The project ESMF has been disclosed on MOSSAs website: <http://www.moss.gov.eg/ar-eg/Pages/research.aspx>



If the project triggers the Pest Management and/or Physical Cultural Resources policies, the respective issues are to be addressed and disclosed as part of the Environmental Assessment/Audit/or EMP.

If in-country disclosure of any of the above documents is not expected, please explain why:

C. Compliance Monitoring Indicators at the Corporate Level (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 World Bank Policy on Disclosure of Information

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

Yes

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

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

World Bank



Nahla Ahmed Mohamed Salaheldin Zeitoun
Sr Social Protection Specialist

Borrower/Client/Recipient

Government of Egypt, Ministry of International Cooperation
Tarek Abdel Sattar
Program Manager

Implementing Agencies

Ministry of Social Solidarity
Ms. Ghada Waly
Minister

FOR MORE INFORMATION CONTACT

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

APPROVAL

Task Team Leader(s):	Nahla Ahmed Mohamed Salaheldin Zeitoun
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Approved By

Safeguards Advisor:	Nina Chee	14-Nov-2018
Practice Manager/Manager:	Hana Brixi	15-Nov-2018
Country Director:	Samia Msadek	20-Nov-2018

