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Report No: PAD1500

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT PAPER

ON A

PROPOSED ADDITIONAL CREDIT AND RESTRUCTURING

IN THE AMOUNT OF SDR 141.2 MILLION
(US\$200 MILLION EQUIVALENT)

TO THE

UNITED REPUBLIC OF TANZANIA

FOR A

PRODUCTIVE SOCIAL SAFETY NET (PSSN)

MAY 20, 2016

Social Protection and Labor
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective April 30, 2016)

Currency Unit = Tanzanian Shilling (TZS)
TZS 2,182 = US\$1
SDR 0.70555199 = US\$1

FISCAL YEAR

July 1 – June 30

ABBREVIATIONS AND ACRONYMS

AF	Additional Financing	M&E	Monitoring and Evaluation
APL	Adaptable Program Loan	MIS	Management Information System
CCT	Conditional Cash Transfer	MoU	Memorandum of Understanding
CB-CCT	Community Based Conditional Cash Transfer	NAO	National Audit Office
CMC	Community Management Committees	NBS	National Bureau of Statistics
COMSP	Community Savings Promotion	NPS	National Panel Survey
DFID	Department of International Development	NSC	National Steering Committee
DO	Development Objective	OCGS	Office of the Chief Government Statistician
ESMF	Environmental and Social Management Framework	PAA	Project Area Authority
FM	Financial Management	PDO	Project Development Objective
GDP	Gross Domestic Product	PMT	Proxy Means Test
GIS	Geographic Information System	PSSN	Productive Social Safety Net
GoT	Government of Tanzania	PW	Public Work
GRM	Grievance Redress Mechanism	RPF	Resettlement Policy Framework
HBS	Household Budget Survey	SOE	Statement of Expenditure
IPP	Indigenous People Plan	Sida	Swedish International Development Cooperation Agency
IPPF	Indigenous People Planning Framework	TASAF	Tanzania Social Action Fund
ISPA	Inter-Agency Social Protection Assessment	TMU	TASAF Management Unit
LE	Livelihoods Enhancement	URB	Unified Registry of Beneficiaries
LGA	Local Government Authorities	USAID	United States Agency for International Development
		VG	Vulnerable Groups
		VGP	Vulnerable Groups Plan
		VGPF	Vulnerable Groups Planning Framework

Regional Vice President:	Makhtar Diop
Country Director:	Bella Bird
Acting Senior Director Social Protection and Labor:	Omar S. Arias Diaz
Practice Manager:	Dena Ringold
Task Team Leader:	Manuel Salazar

**UNITED REPUBLIC OF TANZANIA
PRODUCTIVE SOCIAL SAFETY NET (PSSN)
ADDITIONAL FINANCING**

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ADDITIONAL FINANCING DATA SHEET

Tanzania

TZ-PSSN Additional Financing and Restructuring (P151838)

AFRICA

GSP01

Basic Information – Parent							
Parent Project ID:	P124045			Original EA Category:	B - Partial Assessment		
Current Closing Date:	31-Dec-2017						
Basic Information – Additional Financing (AF)							
Project ID:	P151838			Additional Financing Type (from AUS):	Scale Up		
Regional Vice President:	Makhtar Diop			Proposed EA Category:			
Country Director:	Bella Bird			Expected Effectiveness Date:	20-Sep-2016		
Acting Senior Director, Social Protection and Labor Global Practice	Omar S. Arias Diaz			Expected Closing Date:	31-Dec-2019		
Practice Manager/Manager:	Dena Ringold			Report No:	PAD1500		
Team Leader(s):	Manuel Salazar						
Borrower							
Organization Name	Contact	Title	Telephone	Email			
UNITED REPUBLIC OF TANZANIA	Dr. Servacius Likwelile	Permanent Secretary	255222119190	sblikwelile@mof.go.tz			
Project Financing Data - Parent (Tanzania Productive Social Safety Net-P124045) (in US\$, millions)							
Key Dates							
Project	Ln/Cr/TF	Status	Approval Date	Signing Date	Effectiveness Date	Original Closing Date	Revised Closing Date
P124045	IDA-50930	Effective	29-Mar-2012	15-Jun-2012	13-Aug-2012	31-Dec-2017	31-Dec-2019

Disbursements									
Project	Ln/Cr/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed
P124045	IDA-50930	Effective	XDR	141.90	141.90	0.00	133.66	8.24	94.19
Project Financing Data - Additional Financing and Restructuring TZ-PSSN (P151838) (in US\$, millions)									
<input type="checkbox"/>	Loan	<input type="checkbox"/>	Grant	<input type="checkbox"/>	IDA Grant				
<input checked="" type="checkbox"/>	Credit	<input type="checkbox"/>	Guarantee	<input type="checkbox"/>	Other				
Total Project Cost:		200.00		Total Bank Financing:		200.00			
Financing Gap:		0.00							
Financing Source – Additional Financing (AF)								Amount	
BORROWER/RECIPIENT								0.00	
International Development Association (IDA)								200.00	
Total								200.00	
Policy Waivers									
Does the project depart from the CAS in content or in other significant respects?							No		
Explanation									
Does the project require any policy waiver(s)?							Yes		
Explanation									
<p>The Project requires a waiver for OP 4.10 - Indigenous Peoples. The original project triggered OP 4.10 due to the presence of indigenous peoples (namely, the Hadzabe and Barbaig) in areas where the project would be financing labor-intensive public works and cash transfers. In line with the policy, the Government of Tanzania (GoT) held consultations on, and disclosed an Indigenous Peoples Planning Framework (IPPF). It was disclosed in country and at the InfoShop on January 12, 2012.</p> <p>After the project was approved, however, the GoT has subsequently requested a waiver to the application of the policy, as the Government considers it inconsistent with the Tanzanian Constitution, which emphasizes unity among its citizens and calls for an equal treatment of all ethnic groups by not conferring any right, status, or special position on the basis of lineage, tradition or descent. While the project documentation was not altered and the IPPF remains disclosed at the InfoShop, no Indigenous Peoples Plans (IPPs) were prepared during implementation. Instead, the project drew on the IPPF requirements and guidance in delivering cash transfers to indigenous peoples by consulting and engaging local communities in a socially appropriate manner, including communities in which indigenous peoples are present; establishing a grievance redress mechanism and putting in place a monitoring and evaluation (M&E) system. This approach is consistent with the requirements of OP 4.10. Identification and registration of beneficiaries, enrollment in the conditional cash transfer intervention, and disbursement of cash benefits have followed such community-based processes. Furthermore, the Government prepared and carried out consultations for a Vulnerable Groups Planning Framework (VGPF). Vulnerable Groups (VGs) are those that may be below the food poverty line, lack access to basic social services – including those that are geographically isolated and are not integrated with society at large and its institutions due to</p>									

physical or social factors.

The VGPF prepared for the project includes measures to ensure that such groups have been involved in a process of free, prior, and informed consultation leading to broad community support for the project; any adverse impacts on such groups are mitigated; the groups obtain socially appropriate benefits from the project; there is a process for grievance redress; and the project includes M&E to assess the project's impacts on, and benefits for vulnerable groups. The VGPF was consulted upon and disclosed in-country and at the InfoShop on April 25, 2016. Where necessary, Vulnerable Group Plans (VGPs) will be prepared, consulted upon, and disclosed during project implementation.

Has the waiver(s) been endorsed or approved by Bank Management?	Yes
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Explanation

The Bank proposes that the Board approve the waiver for the following reasons:

- The Additional Financing and Restructuring for the PSSN poses little risk to indigenous peoples. The project has involved extensive consultation with and participation by local communities in design and implementation. Implementation experience of the PSSN has shown that the PSSN subproject cycle is quite rigorous and includes a strong community-based approach to ensure inclusive dialogue with all stakeholders. Different targeting assessments have demonstrated that, even though there is still scope for improvement, identification of beneficiaries succeeded in selecting the poorest groups in Tanzania, including those living in disadvantaged communities.
- The proposed activities will be defined in the Operations Manual, for which the Bank would give a 'No Objection'. The manual would exclude activities that could raise issues or risks concerning traditional land rights by indigenous peoples. Bank supervision will particularly pay attention to this area to verify that such groups are not adversely affected.

The approach taken under the VGPF is consistent with the requirements of OP 4.10.

Team Composition

Bank Staff

Name	Role	Title	Specialization	Unit
Manuel Salazar	Team Leader (ADM Responsible)	Lead Social Protection Specialist	Team Leader, Social Safety Net Systems	GSP01
Winter M. Chinamale	Procurement Specialist (ADM Responsible)	Senior Procurement Specialist	Procurement	GGO01
Mercy Mataro Sabai	Financial Management Specialist	Sr Financial Management Specialist	Financial Management	GGO31
Agnes Nderakindo Mganga	Team Member	Program Assistant	Team Assistant (Field-Based)	AFCE1
Alexandra C. Bezeredi	Safeguards Specialist	Lead Social Development Specialist	Environmental Safeguards	GSU01
Eric Zapatero Larrío	Team Member	Social Protection Specialist	Team member, Social Safety Net Systems	GSP07
Gerard Joseph Mataban	Team Member	E T Consultant	Legal	LEGAM

Jumamil				
Khurshid Banu Noorwalla	Team Member	Program Assistant	Team Assistant (HQ)	GSP01
Krishna Pidatala	Team Member	Senior Operations Officer	Information Specialist	GTI11
Mary C.K. Bitekerezo	Safeguards Specialist	Senior Social Development Specialist	Environmental Safeguards	GSU07
Muderis Abdulahi Mohammed	Team Member	Sr Social Protection Specialist	Team member, Social Safety Net Systems	GSP01
Nina Rosas Raffo	Team Member	Social Protection Specialist	Team member, Social Safety Net Systems	GSP07
Ruma Tavorath	Safeguards Specialist	Environmental Specialist	Environmental Safeguards	GEN07
Sara Francesca Giannozzi	Team Member	Social Protection Specialist	Consultant	GSP04
Zoe Kolovou	Counsel	Lead Counsel	Legal	LEGAM

Extended Team

Name	Title	Location

Locations

Country	First Administrative Division	Location	Planned	Actual	Comments
Tanzania	Kagera	Kagera Region		X	
Tanzania	Zanzibar Urban/West	Zanzibar Urban/West Region		X	
Tanzania	Zanzibar North	Zanzibar North Region		X	
Tanzania	Zanzibar Central/South	Zanzibar Central/South Region		X	
Tanzania	Tanga	Tanga Region		X	
Tanzania	Tabora	Tabora Region		X	
Tanzania	Singida	Singida Region		X	
Tanzania	Shinyanga	Shinyanga Region		X	
Tanzania	Rukwa	Rukwa Region		X	
Tanzania	Pwani	Coast Region		X	

Tanzania	Pemba South	Pemba South Region		X	
Tanzania	Pemba North	Pemba North Region		X	
Tanzania	Mwanza	Mwanza Region		X	
Tanzania	Morogoro	Morogoro Region		X	
Tanzania	Mbeya	Mbeya Region		X	
Tanzania	Mara	Mara Region		X	
Tanzania	Lindi	Lindi Region		X	
Tanzania	Kilimanjaro	Kilimanjaro Region		X	
Tanzania	Kigoma	Kigoma Region		X	
Tanzania	IringaFG	Iringa Region		X	
Tanzania	Dodoma	Dodoma Region		X	
Tanzania	Dar es Salaam Region	Dar es Salaam Region		X	
Tanzania	Dar es Salaam	Dar es Salaam Region		X	
Tanzania	Arusha	Arusha Region		X	
Tanzania	Manyara	Manyara Region		X	
Tanzania	Ruvuma	Ruvuma Region		X	
Tanzania	Mtwara	Mtwara Region		X	
Tanzania	Simiyu	Simiyu Region		X	
Tanzania	Geita	Geita Region		X	
Tanzania	Katavi	Katavi Region		X	
Tanzania	Njombe	Njombe Region		X	
Tanzania	Songwe	Songwe Region		X	
Institutional Data					
Parent (Tanzania Productive Social Safety Net-P124045)					
Practice Area (Lead)					
Social Protection & Labor					

Contributing Practice Areas				
Cross Cutting Topics				
[] Climate Change				
[] Fragile, Conflict & Violence				
[] Gender				
[] Jobs				
[] Public Private Partnership				
Sectors / Climate Change				
Sector (Maximum 5 and total % must equal 100)				
Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %
Health and other social services	Other social services	73		
Public Administration, Law, and Justice	Public administration-Other social services	21		
Public Administration, Law, and Justice	Central government administration	6		
Total		100		
Themes				
Theme (Maximum 5 and total % must equal 100)				
Major theme	Theme	%		
Social protection and risk management	Social Safety Nets/Social Assistance & Social Care Services	70		
Social protection and risk management	Other social protection and risk management	10		
Rural development	Rural services and infrastructure	10		
Social dev/gender/inclusion	Gender	10		
Total		100		
Additional Financing TZ-PSSN Additional Financing (P151838)				
Practice Area (Lead)				
Social Protection & Labor				
Contributing Practice Areas				

Cross Cutting Topics

- Climate Change
- Fragile, Conflict & Violence
- Gender
- Jobs
- Public Private Partnership

Sectors / Climate Change

Sector (Maximum 5 and total % must equal 100)

Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %
Health and other social services	Other social services	100	20	5

Themes

Theme (Maximum 5 and total % must equal 100)

Major theme	Theme	%
Social protection and risk management	Social Safety Nets/Social Assistance & Social Care Services	65
Social protection and risk management	Other social protection and risk management	35
Total		100

Consultants (Will be disclosed in the Monthly Operational Summary)

No consultants are required

I. INTRODUCTION

1. This Project Paper provides management’s proposal for the Board of Executive Directors to provide an additional financing (AF) and restructuring in an amount of SDR 141.2 million (US\$200 million equivalent) to the United Republic of Tanzania Productive Social Safety Net (PSSN) Project (P151838). The closing date of the AF would be December 31, 2019. The proposed project would support the full expansion and consolidation of the PSSN with an estimated cost of about US\$0.93 billion between 2016 and 2020. The proposed IDA AF would complement Government funds, as well as resources provided by development partners, including grants from the UK Department for International Development (DFID), the Swedish International Development Cooperation Agency (Sida) and U.S. Agency for International Development (USAID) as explained below. The Project Paper also proposes a restructuring of the original project, the PSSN operation (P124045), regarding two aspects: (a) extension of the closing date until December 31, 2019, and (b) a waiver of OP 4.10 - Indigenous Peoples and the preparation and implementation of the Vulnerable Groups Planning Framework (VGPF).

2. The PSSN operation (P124045), approved by the Board in March 2012, was designed as a programmatic support to the Government of Tanzania (GoT) to create, consolidate, and scale up a comprehensive social safety net system to achieve the overall program development objective of increasing income and consumption and improving the ability to cope with shocks among targeted vulnerable groups. The first phase of the PSSN (2012–2016) focused on creating and consolidating the basic systems, strengthening the capacity of the implementing agency (the Tanzania Social Action Fund [TASAF]) and subnational authorities, and starting the implementation of a comprehensive, efficient, well-targeted PSSN system for the poor and vulnerable.

3. In 2013, the GoT supported by the World Bank and United Nations set the goal of reducing the incidence of extreme poverty by half in the short term. At the core of the strategy is the full implementation and scale-up of the PSSN to support the poorest 15 percent of the population through the combination of conditional cash transfers (CCTs) and labor intensive public works (PW). The Government’s vision of the PSSN also includes the progressive introduction of livelihood enhancement (LE) activities designed to complement the CCT and PW by supporting targeted households’ capacity to gradually move toward more sustainable income-generating activities. The strategy, supported by a well-designed, affordable and realistic rollout plan and backed by the Government’s strong ownership was technically and financially endorsed by a group of key development partners.

4. The proposed AF to the Tanzania PSSN Project would contribute to the Government’s goal of reducing the incidence of extreme poverty through the scale-up and further consolidation of the social safety net system in the country. The PSSN will support all Tanzanians living below the food poverty line (about 650,000 households) as well as additional people vulnerable to falling into extreme poverty (about 350,000 households¹) (Graph 1, right panel). Together with counterpart funds and grants from development partners, the AF would support the

¹ The additional households (equivalent to 5 percent of the population) correspond to the segment that is expected to experience episodes of transient extreme poverty, according to the 2010 National Panel Survey (NPS), specifically, the net number of households moving in and out of poverty (12 percent who move in minus 7 percent who move out during the NPS periods).

implementation of activities to (a) increase coverage of the CCT and the labor intensive PW to 1 million and 600,000 households, respectively, and expand the scope of the community savings promotion (COMSP) component to include Livelihoods Enhancement (LE) activities to support income-generating capacity for 250,000 households and (b) increase the efficiency of the PSSN by further integrating and coordinating the common targeting mechanisms, single registry of beneficiaries, management information system (MIS), monitoring and evaluation system (M&E), payments system, and the grievance redress mechanism (GRM).

5. To ensure that the scale-up can be carried out successfully, the Government has defined TASAF as the central government agency responsible for the implementation of the core programs of the PSSN.² Building on the existing structure, TASAF designed and is implementing a sound strategy based on which the program already targeted the poorest 1.1 million households by early 2015. As with the parent project, the proposed AF as well as the Government counterpart, DFID, Sida, United Nations agencies, and USAID funds would continue to be channeled through TASAF and implemented through parallel financing.

II. BACKGROUND AND RATIONALE FOR ADDITIONAL FINANCING IN THE AMOUNT OF US\$200 MILLION AND RESTRUCTURING

Background

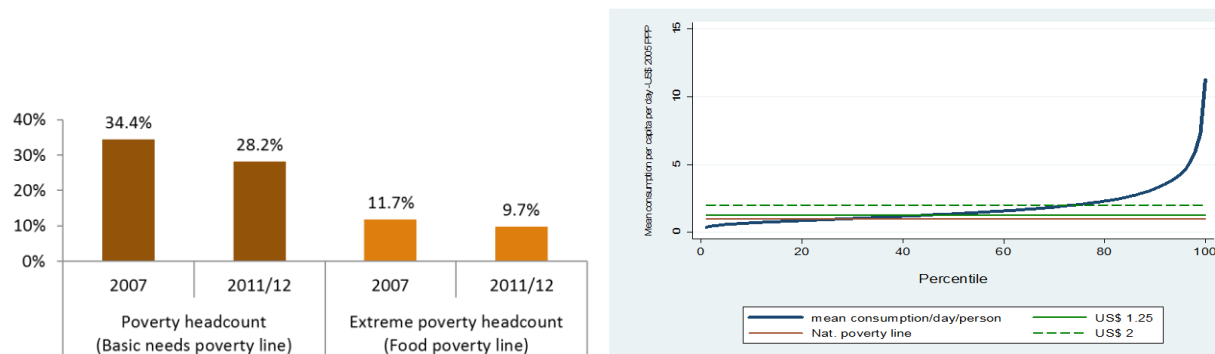
6. Over the last 15 years, Tanzania has recorded a steady and high rate of economic growth. The 2015 gross domestic product growth rate was 7.1 percent, consistent with the country's 10-year average, driven by the communication, financial services, construction trade, and mining sectors. The 2011/12 Household Budget Survey (HBS) shows positive progress in poverty reduction.³ At the national level, between the last two HBSs (2007/8–2011/12), poverty decreased by 18 percent and extreme poverty by 16 percent. There was also a strong decline in the poverty gap by 35 percent and 38 percent, respectively⁴ (Graph 1, left panel). Despite this progress, however, more than 28 percent of the population—as many as 12 million Tanzanians—still live in poverty, while almost 10 percent (4 million) live in extreme poverty. Furthermore, many Tanzanians are clustered very close to the poverty line (the transient poor) and are, therefore, extremely vulnerable to shocks. For example, if the poverty line were increased by 25 percent, the poverty headcount would grow by 16 percentage points (Graph 1, right panel).

² TASAF has a well-established record in implementing community driven programs for over 15 years, including PW, and since 2010 has been successfully implementing a CCT program.

³ Poverty estimates are based on Tanzania's National Bureau of Statistics, which states that a household's total consumption to a basic needs poverty line of TZS 36,482 per adult per month while the consumption levels of extremely poor living below the food poverty line is TZS 26,085.5 per adult per month.

⁴ World Bank. 2015. *Tanzania Poverty Assessment*. These are estimates based on national poverty and extreme poverty lines. As shown in Table 1, the proportion of population living below the US\$1.25 per day is much higher, close to 70 percent (World Bank, World Development Indicators).

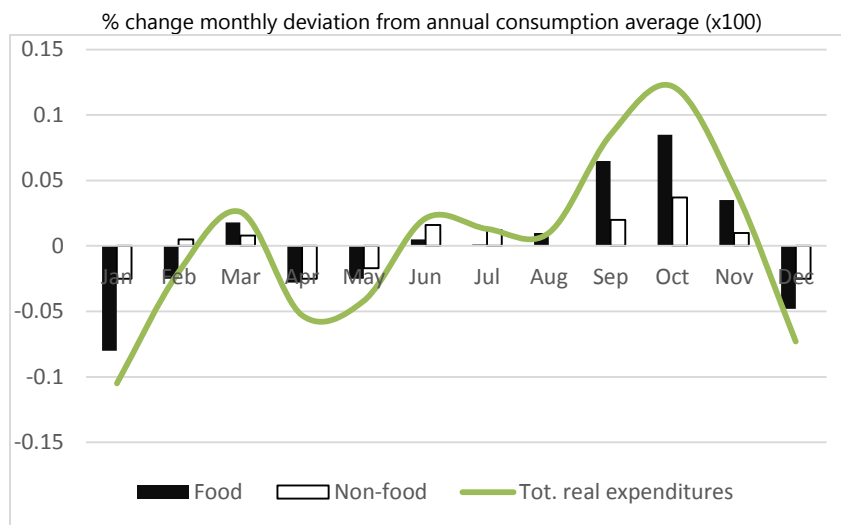
Graph 1: Poverty reduction (left panel) and consumption per capita (right panel)



Source: HBS 2007/8 and 2011/12; taken from the World Bank (2015) Poverty Assessment.

7. In addition, poor households, particularly in rural areas, are especially vulnerable to seasonal shocks. On average, over 80 percent of rural poor households depend on agriculture for their livelihood and source of income. This makes them heavily dependent on agricultural activities, which are highly seasonal and sensitive to climatic shocks. Although there are regional variations, on average, each year rural households experience reduced food consumption caused by seasonal shocks for about four to five months (Graph 2). Available data suggest that poorer households take longer to recover from the losses incurred due to these shocks and tend to resort to coping mechanisms which may have negative long-term impacts (such as reducing food intake, withdrawing children from school, depleting assets, and so on).

Graph 2. Tanzania - consumption seasonality



Source: Kaminski, J., L. Christiansen, and G. L. Gilbert. 2014. “The End of Seasonality? New Insights from Sub-Saharan Africa.”

8. Tanzania’s social indicators still reveal low levels of human capital investment and relatively slow improvements compared to other Sub-Saharan Africa countries (Table 1). Tanzania’s poor performance on key social indicators appears to be at least partly due to significant demand-side barriers faced by the poor in accessing key education and health

services. Results of the 2011/2012 household survey shows that more than 20 percent of children ages 7 to 17, who are out of school, failed to attend school because their families were not interested, and another 10 percent could not afford school expenses.⁵ Furthermore, less than 2 percent reported distance as a barrier for school attendance (about 75 percent of children live within 30 minutes from the school). A similar scenario was observed in the health sector, where only 4 percent of respondents reported distance from the health facility as the reason for not visiting a health care provider when needed. Cost, however, was a significant barrier, with more than 60 percent reporting not visiting a health care provider because it was too expensive.⁶

Table 1. Sub-Saharan Africa - Main social indicators (selected countries)

	MZ	UG	ZM	MW	LS	KE	TZ	AG	BT	SSA
Poverty (<US\$1.25/day ppp)	59.6	38.0	74.4	61.6	43.4	43.4	67.9	38.8	13.4	—
Years of schooling (adults)*	3.2	5.4	6.5	4.2	5.9	6.3	5.1	4.7	8.8	4.8
Primary completion (%)	60.6	57.2	90.2	66.8	73.8	90.7	89.9	46.6	94.2	66.9
Progression to secondary (%)	53.0	58.7	66.1	77.3	73.8	—	40.9	34.3	97.3	61.4
Youth literacy (%)	70.9	87.4	74.6	86.5	92.0	92.7	77.4	73.1	95.2	71.9
Child mortality	135.0	98.9	111	92.1	85.0	84.7	92.4	160.5	76.0	121.2
Immunization (%)	74.0	60.0	82.0	93.0	83.0	83.0	91.0	91.0	96.0	76.6
Stunting (%)	43.7	38.7	45.8	47.8	39	35.2	42.5	29.2	31.4	37.8
Life expectancy at birth	49.7	53.6	48.5	53.5	47.4	56.5	57.4	51.3	53.1	54.3
Gross national income per capita 2014 (atlas)	630	660	1,760	250	1,350	1,280	930	5,300	7,800	1,720

Source: World Development Indicators (latest, 2011–2014), except *United Nations Development Programme-Human Development reports.

9. The GoT has set the ambitious target of reducing extreme poverty by half in the short term (see economic analysis). To achieve this goal, the Government has developed a thorough and comprehensive approach confronting both the short-term impact of extreme poverty and food insecurity and the long-term implications of low human capital accumulation and lack of opportunities for self-sustained income generating activities. At the core of this poverty reduction strategy is the PSSN, which is focused on (a) reducing the significant percentage of chronically poor population; (b) enhancing the low human capital among the extreme poor and the underutilization of available social services; (c) addressing the difficulties the poor population experiences during seasonal and unpredictable shocks; and (d) ensuring livelihood sustainability as part of a graduation strategy for beneficiary households.⁷ The Bank endorsed the Government’s approach to reducing extreme poverty and promoting human capital accumulation through the Tanzania PSSN Project.⁸

⁵ Nearly half (42 percent) of children reported not attending because they had already completed school and only 2 percent failed to attend because the child was working.

⁶ Approximately 30 percent of respondents did not visit a health provider because they had medicines at home.

⁷ TASAF III/PSSN Government Program.

⁸ Through a former APL instrument.

The Tanzania PSSN Project

10. The project development objective (PDO) of the proposed AF will be the same as the parent project, approved in 2012 as the first operation of an Adaptable Program Loan (APL) series: to create a comprehensive, efficient, well-targeted PSSN system for the poor and vulnerable section of the Tanzanian population. The PDO is expected to be achieved through two components:

- Component 1 - Consolidation of Integrated Social Safety Net Interventions for Extremely Poor and Food Insecure Households
 - Subcomponent 1A - Cash Transfers
 - Subcomponent 1B - Labor Intensive Public Works Plus

- Component 2 - Institutional Strengthening
 - Subcomponent 2A - Institutional and Implementation Strengthening for the PSSN
 - Subcomponent 2B - Development of Systems for Social Safety Net Interventions
 - Subcomponent 2C - Development and Strengthening of the M&E Systems

Performance Status

11. Ratings for implementation progress and progress toward achievement of the development objective have consistently been Satisfactory and the PSSN is on course to fully meet the PDO. Progress in the components and subcomponents of the PSSN Project includes the following major achievements:

12. **Component 1 - Consolidation of Integrated Social Safety Net Interventions for Extremely Poor and Food Insecure Households.** Overall, this component has financed the necessary activities to target over 1 million of the poorest households in the country using a common targeting mechanism and enroll them in the CCT program through a unified registry of beneficiaries (URB), which will also serve to select beneficiaries of the labor intensive PW program while ensuring operational efficiency.⁹ The rollout covers all regions and districts in the country (mainland and Zanzibar) and relies on a geographical targeting database containing community-level estimates of poverty and other socioeconomic indicators. As of September 15, 2015, all five waves were fully completed. As a result 1,110,180 households from 161 Project

⁹ The rollout plan to target and enroll over 1 million households was based on a detailed plan, including timing and costing, implemented in five waves of PAAs and involving necessary assessments and adjustments. To ensure a smooth process supported by timely, safe, and efficient transfer of benefits, scaling up regular payments was planned to take place in a longer period and, as initially defined, payments to all registered households started in the July/August 2015 payment window. Achieving regular payments for a significant period to a substantial number of households allowed TASAF to stabilize the process and proceed to gradually increase the number of beneficiaries receiving cash regularly.

Area Authorities (PAAs)¹⁰ in 9,790 villages have been targeted and registered in the CCT program, and over 1.1 million are receiving timely benefits.

13. **Subcomponent 1A - Conditional Cash Transfers.** While the rollout plan, the targeting system, and the registry of beneficiaries are common tools for all three programs (CCT and labor intensive PW, including COMSP), the PSSN expansion began with the CCT to guarantee that necessary institutional and implementation arrangements are in place before scaling up other programs. As a result, in addition to the milestones achieved with regard to targeting and enrollment described above, the program has been able to make 14 on-time bimonthly payments since early 2013. The expansion of the CCT has been based on sound implementation arrangements involving TASAF, PAA, and community authorities and committees.

14. **Subcomponent 1B - Labor Intensive Public Works Plus.** Since the implementing agency focused its efforts on the rapid and massive scale-up of the CCT component of the program, the PW started implementation in late 2014 at a reduced scale and is expected to speed up from FY16 onwards under the defined rollout plan. During year one of PW implementation, about 55,000 beneficiaries were enrolled in eight PAAs. As expected, the majority of CCT beneficiary households are participating in PW. Beneficiaries of PW received a job cards to record the task allocated to their household and the number of days the household has participated in PW during each month. As of January 2016, sensitization, training, and planning activities for implementation of year two of PW have already been completed in 44 PAAs.

15. **Community savings promotion.** The COMSP complements the cash transfers received through the PW and CCT components by supporting beneficiaries' savings strategies. During implementation of the PSSN, over 1,792 COMSP groups (including 24,903 out of 34,518 beneficiary households) have been formed from 2012 to 2015. The TASAF Management Unit (TMU) review reveals promising results in resource mobilization and lending to individual members and highlights the potential for expanding the scope of this subcomponent to support households' income-generating capacity in the medium and long term. In particular, the review recognized a strong need for further support through training and linking beneficiaries to relevant additional services.¹¹ Additional analytical work has also confirmed the limited access and significant barriers faced by beneficiaries in accessing other relevant productive programs.¹²

16. **Component 2 - Institutional Strengthening.** This component includes the following three subcomponents.

17. **Subcomponent 2A - Strengthening TASAF and Supporting Implementation of the PSSN.** This component has contributed to the objective of putting in place the building blocks of a permanent national social safety net system in Tanzania by supporting the transformation of TASAF from a social fund-type agency to the institution responsible for implementation of the

¹⁰ 'Project Area Authorities' refers to districts in mainland Tanzania and sheia in Zanzibar, which are the geographical areas targeted by the program.

¹¹ TASAF. 2014. *Productive Social Safety Net Programme. Mid-term Review Report 2012-2014*. Dar es Salaam: Tanzania Social Action Fund. During TASAF II, a total 1,778 COMSP groups were formed with 22,712 individual servers but support was provided to hardly 1,000 groups due to shortage of funds.

¹² Livelihoods Enhancement Analytical Work for the Productive Social Safety Net (PSSN) in Tanzania, Draft Report August 2015.

PSSN as the core of safety net interventions in Tanzania. To strengthen the institutional capacity of TASAF, a series of organizational and staff development activities have been implemented, including a comprehensive institutional review and alignment. As part of this process, TASAF has fully staffed the CCT program unit and is in the process of strengthening the staffing of the PW and LE units as these interventions are scaled up. In addition, the TMU has created, and is in the process of staffing, the necessary units to manage the operational systems and tools of the program, including a URB and an MIS. Other units such as Payments and GRMs are still in the process of being fully defined and staffed.

18. Subcomponent 2B - Development of Systems for Implementation of Social Safety Net Interventions. This subcomponent focuses on the financing and development of a set of instruments and systems to support the PSSN program, including a comprehensive URB, an integrated MIS, a formal electronic payment system, and an objective targeting system to select beneficiaries. A full solution plan for an MIS, a URB, and a payment system that could also be used by other stakeholders is under development. However, the tight deadlines of the massive PSSN scale-up coupled with long lead times necessary to develop and implement full-fledged systems has forced the project team to adopt a two-phase strategy. While full solutions for these operational tools are developed and implemented, temporary options have been put in place to ensure that the program can be scaled up smoothly.

19. The existing MIS and URB were originally developed during the CCT pilot implemented between 2010 and 2013 (Community Based-Conditional Cash Transfer [CB-CCT] pilot) and have subsequently been enhanced to support the PSSN scale-up. The current payment process is community based, although enhancements have been introduced to ensure transparency, efficiency, and due diligence on reconciliations. This is a temporary solution guaranteeing a safe, transparent, and reliable procedure to deliver payment every two months for all PSSN beneficiary households.¹³

20. For improvements to the targeting systems, the proxy means test (PMT) formula was updated based on the latest HBS data and applied with an improved questionnaire aimed at increasing the speed and quality of data collection by community teams as well as data entry. Geo-spatial poverty maps combining HBS data and Geographic Information System data have been developed and are expected to be used to support a re-targeting exercise to address coverage gaps in the current scale-up.¹⁴

21. The enabling environment to support the proposed next generation of tools is currently being put in place. Connectivity in three broad areas (within TASAF headquarters, between TASAF headquarters and the Internet service provider, and between TASAF headquarters and the operational PAAs) has been reviewed, upgraded, and tested to ensure that it will support the proposed new operational tools and systems. TASAF has put in place an IT governance structure that provides a framework for decision making and prioritizing IT investments.

¹³ As the manual payment system will continue to operate until the electronic payment solution is developed and implemented, a process evaluation of the existing mechanism, as well as several payment assessments were carried out in November–December 2015 to further enhance its efficiency, reliability, and security.

¹⁴ World Bank. 2015. *Developing a High Resolution Map for Tanzania*. Final Report, September 2015.

22. **Subcomponent 2C - Development and Strengthening of the M&E Systems.** This subcomponent aims at establishing the M&E system to integrate data collection, processing, and information management into a system to monitor the PSSN components throughout the cycle and across all government levels. M&E activities have been established through several actions. TASAF has established a data entry center with automated data quality controls, which has significantly improved the quality of program data. TASAF also developed an operational tracking system, Opsys, installed in 161 PAAs, to monitor targeting activities in real time, resulting in the targeting goal being achieved on time.

23. As part of the M&E initiative, a random sample of 16 mainland PAAs from Waves 4 and 5 has been selected and separated as an Impact Evaluation (IE) ‘wave’. Targeting of 240 randomly selected IE villages within these 16 IE PAAs in the mainland, together with 90 randomly selected shehia¹⁵ in Zanzibar, has been completed. Given the national scale of the program, the National Bureau of Statistics and Zanzibar’s Office of the Chief Government Statistician have been engaged to conduct the IE data collection under a memorandum of understanding with TASAF. The IE is expected to have two treatment groups (one receiving CCTs only and one receiving CCTs plus PW) and a control group. The baseline data collection was completed in July 2015 and the midline data collection is expected to take place in March 2017.

24. Other complementary M&E actions have been introduced to support learning and continuous improvement in the PSSN. Targeting assessments were conducted during the scale-up to assess how the beneficiaries compared to the country’s poor population based on nationally representative survey data. The first assessment of Waves 1 and 2 was conducted in May 2014 and the indicators showing weaker performance were then tracked in each subsequent wave to assess their progress¹⁶. A spot checks assessment of the targeting and enrollment processes in Waves 2 and 3, carried out by independent consultants in October 2014, implemented quantitative and qualitative surveys and reviewed quality of data and operational tools used.¹⁷ Finally, two assessments of the payment process, once transfers were made to over 1.1 million households, were carried out in November–December 2016.¹⁸ Results show that the temporary system is robust and no major issues were found. TASAF is implementing recommendations from both assessments to further strengthen the process until the full solution is in place.

Procurement, Financial Management, and Safeguards Issues

25. There are no known major outstanding financial and procurement management issues and there are some minor safeguard issues that can be remedied.

¹⁵ Shehia is the name of the local government authority in Zanzibar.

¹⁶ “PSSN Quick Targeting Assessment: Scale up Waves 1 and 2”. Results presented to TASAF and donors during April-May 2014 mid-term review mission.

¹⁷ “Tanzania PSSN Spot Checks Evaluation: Improving targeting and enrollment processes.” Results presented to TASAF in December 2014.

¹⁸ “PSSN Payments Spot Checks. Quick overview of data collected,” December 2016; “PSSN Payment Process Assessment. Results and Recommendations,” January 2016; and ISPA Payment Delivery Mechanism Assessment “Payment Delivery Mechanism Review: Tanzania Productive Social Safety Net Program,” December 2016.

26. The Financial Management (FM) review carried out in early 2015 found that sound FM systems and practices are in place for this program. The project is in compliance with the required financial covenants in maintaining satisfactory FM arrangements and submission of quarterly Interim Financial Reports and annual audit reports. The overall FM performance rating remains Satisfactory.

27. The latest program audit report was submitted to the Bank within the time frame of December 2015. The auditors expressed an unqualified opinion with emphasis on the slow pace of implementation at the start of the program. The National Audit Office issued a management letter on financial accountability and internal controls issues pertaining to the program. Responses related to addressing audit queries were reviewed and approved by the National Steering Committee - Audit Committee before being submitted to the National Audit Office in April 2016 for verification and closure of issues addressed satisfactorily.

28. Therefore, the FM arrangements meet the Bank's requirements under OP/BP 10.02. The FM arrangements are adequate to provide, with reasonable assurance, accurate and timely information on the status of the project as required by IDA. The overall FM risk rating of the project remains Substantial.

29. Regarding procurement, the latest review of the implementation status of procurement activities based on the approved procurement plan noted that good progress had been made with procurement packages. The project was deemed to have good performance in the procurement audit conducted for FY 2013/14 by the Public Procurement Regulatory Authority in May 2014. TASAF was ranked the best performer countrywide and was awarded the East African Procuring Entity of the Year Award in Nairobi, Kenya, in November 2014. A post procurement review, conducted by the Bank team in May 2015, rated the procurement risk as Moderate with minor issues noted, which were addressed by the project management unit.

30. Environmental and social safeguards are applicable to the AF as they were to the parent project. The project is scaling up activities across Subcomponent 1B, related to labor intensive PW, which are community based and selected by the Community Management Committee (CMC). The existing Environmental and Social Management Framework (ESMF) includes screening tools and guidelines for preparation of site-specific Environmental and Social Management Plans. In the parent project, the PW were still at the pilot stage, and implementation of the ESMF was still in the process of adjustment and fine-tuning. The TMU already recruited an environment specialist and a social development/community development specialist at the central level, and has started undertaking an enhanced capacity-building program for improving the implementation and monitoring of ESMF activities.

31. Experience from the parent project so far shows that subprojects do not generally involve land acquisition or economic displacement. However, there is potential for some land acquisition, even though it is expected to be limited given the nature of these micro-projects. A Resettlement Policy Framework (RPF) exists for the parent project and adequately provides guidance on the process and procedures to be followed for the preparation of plans in the event land acquisition or economic displacement is required. Similarly, voluntary land donations by communities, individuals, and /or local authorities is provided for and documentation of the process is paramount. Both Resettlement Action Plans and land donation agreements will be

prepared and disclosed both in-country and at the Bank's InfoShop during project implementation should such a situation arise.

32. The parent project triggered OP 4.10 (Indigenous Peoples) and an Indigenous Peoples Planning Framework (IPPF) was prepared, consulted upon and disclosed in January 2012. The GoT has subsequently requested a waiver to the application of the policy (for further explanation, see paragraphs in the Safeguards section below as well as the section on Proposed Changes). To date, the project has provided cash transfers and some PW activities (the latter of which have been carried out in PAAs where indigenous peoples are not present). The project's cash transfer and PW planning process follows a community-based participatory integrated approach, based on strong traditional community arrangements. All subprojects to be implemented under the PW subcomponent should be identified and approved by local communities after extensive consultations.

33. The RPF has been prepared, consulted upon, and disclosed in January 2012. However, in areas where vulnerable groups live, subprojects that involve acquisition, expropriation, or changing of existing land use pattern and subprojects that involve any resettlement (even voluntary) will not be eligible under the PSSN, especially in those areas where customary communal land access and regulation prevail. This also includes pastoral areas and hunting and gathering communities where the livelihoods of the people rely on communal access of rangeland resources.

Rationale for Additional Financing

34. The Bank team considers that there is a strong justification for further financial support to the PSSN. The strategic rationale for AF is based on three main aspects. First, to respond to a Government request to support a credible and solid strategy to reduce extreme poverty in Tanzania by reaching the poorest and providing them with opportunities to move out of the food poverty line. Second, to provide the necessary institutional, technical, and financial arrangements to ensure long-term sustainability of the PSSN and so make a decisive contribution to its efforts to eliminate extreme poverty. Third, to mobilize development partners' technical and financial support to the Government strategy, which is closely linked to the Bank processes and the approval of the proposed AF. Additional support from the Bank and development partners has been underpinned by the ownership and explicit financial commitment from the GoT, the sound analytical work showing the expected impact of the PSSN, the realistic rollout and sustainability plan, and the sound operational tools and implementation arrangements TASAF has put in place.

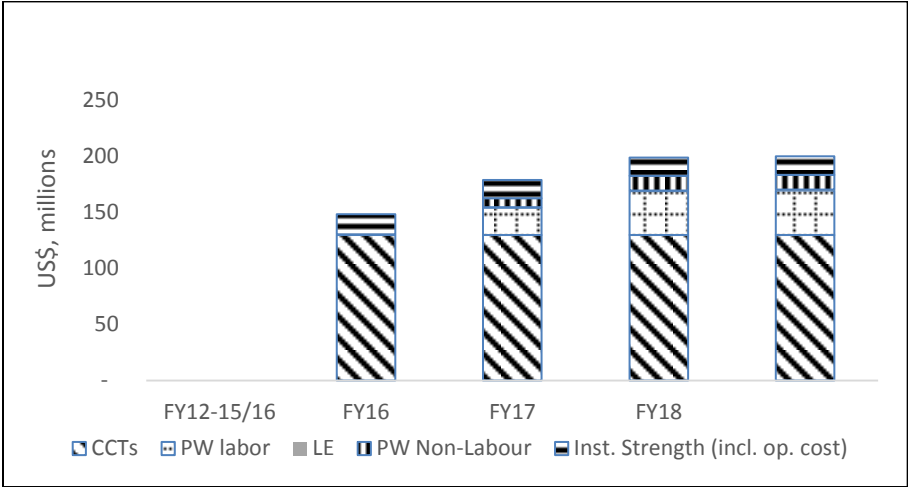
35. The AF will build on the positive results achieved in the first phase of the program. In addition, to increase and sustain coverage of the PSSN, the support from the AF will also strengthen the current Community Savings strategy through additional livelihoods enhancement activities¹⁹ enhancing beneficiaries' engagement in sustainable income-generating activities. Finally, sustainability will require sound operational tools and increased efficiency of the PSSN by further integrating and coordinating the common targeting mechanisms, single registry of beneficiaries, MIS, M&E, the payments system, and the GRM integration.

¹⁹ Including training to increase social capital and confidence, promote savings, strengthen household budget management practices, and raise awareness about livelihood opportunities and existing programs supporting livelihoods.

36. **Fiscal sustainability and costs.** The PSSN’s scale-up is fiscally sustainable. Preliminary estimates indicate that sustaining the PSSN to support 1 million households will cost over US\$200 million per year once it reaches full implementation. This is equivalent to about 0.3 percent of Tanzania’s gross domestic product in 2016 or 1.7 percent of total public expenditures. These outlays are modest compared to the expected benefits of significant reduction in extreme poverty.

37. The total cost of the PSSN, estimated at about US\$0.93 billion between FY16 and FY20 is grouped into three categories: (a) the **cost of the transfers** to beneficiaries related to the CCTs and PW (this is cash benefits only); (b) **administrative costs** related to setting up the CCTs, PW, and COMSP/LE; expansion of the programs; training and technical assistance; operational costs to deliver benefits and M&E; and (c) costs attributed to **institutional strengthening** of the safety net system in Tanzania, which are not strictly linked to the delivery and monitoring of the cash benefits but to enhance the Government’s social protection sector. It is estimated that once the program reaches full coverage, cash benefits will be equivalent to over 80 percent of the total cost of the program (Graph 3).

Graph 3. PSSN total costs FY16–FY20



38. The Government’s decision to expand the PSSN into a nationwide and long-term intervention means that the GoT will need to commit funds to sustain the program once it has reached full expansion. Planning for the necessary funding for the PSSN has been structured in three phases.

- a. In **Phase 1** the PSSN was mostly funded by the IDA operation approved in 2012 for the equivalent of US\$220 million. IDA and Government funds supported the expansion of the program (targeting, enrollment and initial payment cycles) as well as development of the basic foundations for implementation and technical sustainability (information systems, payment mechanism, and M&E). It is expected that funds from the parent PSSN operation will be fully exhausted in early FY17.

- b. Phase 2**, currently under implementation, started in early 2016 and would be expected to last about 4-5 years (until 2019/2020). In this phase the PSSN will support over 1 million households, financed by the GoT in collaboration with development partners. The Government has committed funds for this purpose in the annual budget from 2015/2016. In the Cabinet Paper, approved in 2014, the Government has committed additional funds from FY16/17 onwards. The UK DFID, Swedish Sida and USAID have also approved and started disbursing funds for FY16-20 equivalent to about US\$170 million, US\$90 million and US\$15 million respectively. Table 2 shows the preliminary costs of operating the PSSN and preliminary disbursements. Following Government commitment with the program it is expected that the financing gap will be covered through increasing budget appropriations.

Table 2. Annual estimated cash flow (US\$, millions)

	FY16	FY17	FY18	FY19	FY20
1. PSSN annual costs	148.4	179.1	199.1	200.2	209.0
2. Available Funds					
<i>a. WB-IDA funds (1)</i>	71.4	11.9			
<i>b. Government of Tanzania (4)</i>	7.0	7.0	100.0	100.0	100.0
<i>c. DFID (2)</i>	52.0	40.0	40.0	19.0	19.0
<i>d. SIDA (3)</i>	18.0	18.0	18.0	18.0	18.0
<i>e. USAID (5)</i>		3.0	3.0	3.0	3.0
<i>f. WB-IDA additional financing (6)</i>		100.0	40.0	60.0	2.0
Financing gap	(0.03)	0.83	2.70	2.46	(66.56)
Notes:					
(1) World Bank's TZ-PSSN operation approved in 2012 for a total of US\$220 million					
(2) UK DFID approved funds for GBP 110 million for 5 years.					
(3) Sida approved funds for SEK750 million for 5 years.					
(4) Government of Tanzania budget allocations: FY16 and FY17 funds allocated in the Government Budget, FY18-20 as per the Government's commitment when the expansion of the PSSN was approved.					
(5) USAID approved funds for US\$15 million for 5 years					
(6) Proposed TZ-PSSN Additional Financing					

During Phase 2, in addition to the implementation of the PSSN at full scale, available funds are being used to carry out comprehensive analytical and evaluation work to measure the program's impact. The results will inform the decision for sustained commitment of resources based on evidence.

- c. In Phase 3**, from 2020 onwards, it is expected that the Government's own resources would finance most of the operation of the PSSN.

39. **Implementation arrangements.** The AF will be implemented under the existing institutional and implementation arrangements defined in the PSSN Project. TASAF, under the Office of the President, will continue to be the overall coordinating and implementing agency of the PSSN. Implementation of programs will continue to be community based with active participation of village councils and CMCs, in coordination with and support from PAAs. To support the scale-up of the program, TASAF will further strengthen its existing institutional arrangement at various levels. As the program expands, it is also important to maintain strong emphasis on effective coordination with other sectors, local-level government, and development partners, which TASAF is uniquely placed to do.

40. **FM and audit.** The FM ratings of the PSSN have been consistently Satisfactory and there are no significant alterations expected in the FM arrangements of the project and the implementing entities' FM arrangements continue to function in a satisfactory manner. FM and disbursement arrangements currently in place will continue to support the additional financing. More specifically, the following arrangements will continue:

- (a) Funds flow and disbursement arrangements will be in line with the current credit.
- (b) The project will continue to account for the funds using the Statement of Expenditure (SOE) disbursement method.
- (c) Audit reports will continue to be submitted within six months after the end of the financial year.
- (d) Funds from the proposed AF shall be disbursed through the upgraded central payment system, for which the installation is almost completed. The upgrade has currently passed the user acceptance test.

41. **Procurement.** The procurement ratings for the PSSN have been satisfactory under the parent project and no changes are expected with respect to procurement arrangements for the proposed AF. There has been progress in processing procurement of goods and consulting services. Training of PAA trainers, who are responsible for training communities on the procurement procedures for procuring materials/tools and services providers to facilitate execution of the PW, has been completed in 8 PAAs and execution of public works was completed in 2015 in those PAAs.

42. The only change anticipated in procurement under the AF is that the Bank's July 2014 revision of guidelines would now be used instead of the 2011 version that is currently being used.

43. **Safeguards.** The proposed AF will not trigger any new safeguard policies. The parent project was classified as Category B - Partial Assessment, with respect to environmental and social considerations, and triggered three safeguards policies: (a) Environmental Assessment (OP/BP 4.01), (b) Involuntary Resettlement (OP/BP 4.12), and (c) Indigenous Peoples (OP/BP 4.10). The ESMF and the RPF were prepared and disclosed on November 15, 2011, and January 18, 2012, in-country and at the InfoShop. These documents do not require any further modifications and can continue to be implemented under the proposed AF. The requirements for site-specific Environmental and Social Management Plans and/or Resettlement Action Plans

remain the same and these documents will be prepared as defined in the ESMF and RPF, as and when necessary. An independent assessment of the implementation of the ESMF and the RPF will be undertaken by the TMU 10 months before project completion.

44. Regarding the Indigenous Peoples Plan (IPP), the original project triggered OP 4.10 due to the presence of indigenous peoples (namely the Hadzabe and Berabaig) in areas where the project would be financing labor intensive PW and cash transfers. In line with the policy, the GoT prepared, held consultations on, and disclosed an IPPF. It was disclosed in-country and at the InfoShop on January 12, 2012. In both the PSSN and this proposed AF, the project poses little risk to the indigenous peoples. Implementation of the PSSN in the areas where the indigenous peoples live is expected to provide substantial benefits for the communities beyond the cash transfers beneficiaries receive for participating in the program. Under the PW subcomponent, subprojects are implemented in the specific lean season of the region in which communities live (to avoid any interference with other productive or income-generating activities) and are expected to address needs identified by communities. Selection of activities and subprojects is carried out following an extensive process of consultations with communities in the area, ensuring that activities have broad community support. The PSSN subproject cycle is designed to fully respect the dignity, rights, economies, and cultures of communities.

45. Since the project was approved, however, the GoT has subsequently requested a waiver to the application of the policy in Tanzania as this policy is considered inconsistent with the Tanzanian Constitution, which emphasizes unity among its citizens and calls for an equal treatment of all ethnic groups by not conferring any right, status, or special position on the basis of lineage, tradition, or descent. While the project documentation was not altered and the IPPF remains disclosed at the InfoShop, so far the project has not developed IPPs. Instead, the project drew on the IPPF requirements and guidance in delivering cash transfers to indigenous peoples by undertaking a process of free, prior, and informed consultations and engagement of local communities in a socially appropriate manner, including those in which indigenous peoples are present; establishing a GRM; and putting in place an M&E system. This approach is consistent with the requirements of OP 4.10. The PW interventions have not been implemented in the areas where indigenous peoples are present. Identification and registration of beneficiaries, enrollment in the conditional cash transfer intervention, and disbursement of cash benefits have followed such community-based processes.

46. The project would undertake social analysis on the needs of vulnerable groups and include measures for their engagement and participation in the project. This approach ensures that vulnerable groups (for example, those that may be below the food poverty line, lack access to basic social services—including those that are geographically isolated, and are not integrated with society at large and its institutions due to physical or social factors) participate in informed consultations and benefit from the project in socially appropriate ways.

47. Vulnerable groups present in the project area include women-headed households, children, elderly, and disadvantaged communities. The Vulnerable Groups Planning Framework (VGPF) prepared for the project includes measures to ensure that such groups have been involved in a process of free, prior, and informed consultation leading to broad community support for the project; any adverse impacts on such groups are mitigated; the groups obtain appropriate benefits from the project; there is a process for grievance redress; and the project

includes M&E to assess the project's impacts on and benefits for vulnerable groups. The VGPF was consulted upon and disclosed in-country and at the InfoShop on April 25, 2016. Where necessary, Vulnerable Group Plans (VGPs) will be prepared, consulted upon, and disclosed during project implementation.

48. **Conclusion.** Overall, the PSSN continues to be a very relevant program among Government priorities and is at the core of the World Bank Group's goals of reducing poverty and raising shared prosperity among the poorest 40 percent of the population. Like the original project, the objectives of the AF at the core of the current Country Partnership Framework in Tanzania. Based on the assessment of the PSSN achievements to date, the Government has requested the Bank and key development partners to support the massive expansion of the PSSN through the transition period until 2020.

III. PROPOSED CHANGES AND APPRAISAL SUMMARY

Summary of Proposed Changes	
<p>Results Framework. The proposed AF would maintain the original PDO for the parent project, which is to create a comprehensive, efficient, well-targeted PSSN system for the poor and vulnerable section of the Tanzanian population. The parent project was approved as the first operation of an APL series, which has a higher-level development objective that is still relevant and achievable. The Results Framework has been adjusted to reflect the new scope and scale-up of the project but also to track progress toward achieving the objective of the overall original APL series. In particular, some end targets have been revised upwards, given the expected expansion of program coverage; others have been reformulated to track project progress better as well as the expansion of the scope of the COMSP subcomponent; and some indicators have been deleted as they are too difficult or costly to measure or are irrelevant to track project progress.</p> <p>Adjustments to project component design. While most of the AF will be used to scale up and strengthen existing activities, some adjustments and minor changes are described in the project document.</p>	
Change in Implementing Agency	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change in Project's Development Objectives	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change in Results Framework	Yes [<input checked="" type="checkbox"/>] No [<input type="checkbox"/>]
Change in Safeguard Policies Triggered	Yes [<input checked="" type="checkbox"/>] No [<input type="checkbox"/>]
Change of EA category	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Other Changes to Safeguards	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change in Legal Covenants	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change in Loan Closing Date(s)	Yes [<input checked="" type="checkbox"/>] No [<input type="checkbox"/>]
Cancellations Proposed	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]

Change in Disbursement Arrangements	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Reallocation between Disbursement Categories	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change in Disbursement Estimates	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change to Components and Cost	Yes [<input checked="" type="checkbox"/>] No [<input type="checkbox"/>]
Change in Institutional Arrangements	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change in Financial Management	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change in Procurement	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Change in Implementation Schedule	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]
Other Change(s)	Yes [<input type="checkbox"/>] No [<input checked="" type="checkbox"/>]

Development Objective/Results
Project's Development Objectives
Original PDO The Project Development Objective of APL Phase 1 is to create a comprehensive, efficient, well-targeted productive social safety net system for the poor and vulnerable section of the Tanzanian population.
Change in Results Framework
Explanation: The AF will support the Government to scale up the PSSN to support 1 million households through CCTs and 600,000 through PW and expand the scope of the community savings program to include LE activities. Therefore, several outcome and intermediate indicators will be revised upward while new indicators will be introduced to reflect two main changes in project components: the rollout of a livelihoods strategy and the implementation of GRMs. Annex 1 of the Project Paper presents and justifies all changes made to the Results Framework.
Compliance
Change in Safeguard Policies Triggered
Explanation: The GoT has requested a waiver to the application of the OP 4.10 policy as it is considered to be inconsistent with the Tanzanian Constitution, which emphasizes unity among its citizens and calls for an equal treatment of all ethnic groups by not conferring any right, status, or special position on the basis of lineage, tradition, or descent. In return, an approach for the AF is proposed that involves the preparation of a VGPF to guide the implementation of the project in areas where vulnerable groups live (for the purposes of this VGPF, the following are vulnerable groups in the project: women-headed households, children, elderly, and disadvantaged communities). The VGPF includes measures to ensure that (a) vulnerable groups have been involved in a process of free, prior, and informed consultation leading to broad community support for the project; (b) any adverse impacts on such groups are mitigated; (c) the groups obtain appropriate benefits from the project; (d) there is a process for grievance redress; and (e) the project includes M&E to assess the project's impacts on, and benefits for vulnerable groups. The VGPF has been prepared and consultations with relevant vulnerable groups were carried out in-country in April 2016. As part of this approach, the VGPF includes preparing social assessments to analyze the needs of vulnerable groups and propose measures for engagement and participation in project supported subprojects. The social assessments will include the following as appropriate: (a) a review of the legal and institutional framework applicable to vulnerable groups; (b) baseline information on the demographic, social, and political characteristics of the affected vulnerable groups, the land and territories that they have traditionally owned or customarily used or occupied, and the natural resources on which they depend; (c) identification of key stakeholders and the elaboration of a socially appropriate process for consulting vulnerable groups at each stage of subproject preparation and implementation; (d) an assessment based on free, prior, and informed consultation with the affected vulnerable groups of the potential adverse and positive effects of the subprojects; and (e) identification and evaluation based on free, prior, and informed consultation with the affected vulnerable groups of measures necessary to avoid adverse effects. The AF includes a specific budget for technical assistance to support the preparation of such social assessments. The TMU has recently enhanced the safeguards team with two additional experts to support

the expansion and implementations of the PSSN. The funds supporting this area will allow TASAF to hire additional experts as necessary and provide technical support to PAAs and communities as appropriate.

VGPs will be prepared, consulted upon, and disclosed during project implementation as necessary. The plans will include a social assessment, and they will be prepared on the basis of free, prior, and informed consultations. The VGPs are expected to include the following aspects: (a) a summary of the social assessment; (b) a summary of results of the free, prior, and informed consultation with the affected vulnerable groups that was carried out during project preparation and that led to broad community support for the project; (c) a framework for ensuring free, prior, and informed consultation with the affected vulnerable groups during project implementation; (d) an action plan of measures to ensure that vulnerable groups' economic benefits are socially appropriate, including, if necessary, measures to enhance the capacity of the subproject implementing agencies; (e) an appropriate action plan which includes measures to avoid, minimize, mitigate, or compensate for these adverse effects; (f) the cost estimates and financing plan for the VGP; (g) accessible procedures appropriate to the subproject to address grievances by the affected vulnerable groups arising from project implementation; and (h) mechanisms and benchmarks appropriate to the subproject for monitoring, evaluating, and reporting on the implementation of the VGP. The M&E mechanisms should include arrangements for the free, prior, and informed consultation with the affected vulnerable groups.

To mitigate any potential risks resulting from a waiver of OP/BP 4.10, the GoT ensures that the project components are designed and implemented in a manner that does not adversely affect the land rights or use of any of the people in the project area, including the disadvantaged communities referred to in the VGPF. Bank supervision will pay particular attention to this area to verify that such groups are not adversely affected.

Current and Proposed Safeguard Policies Triggered:	Current(from Parent ISDS)	Current	Proposed(from Additional ISDS)	Financing
Environmental Assessment (OP) (BP 4.01)	Yes		Yes	
Natural Habitats (OP) (BP 4.04)	No		No	
Forests (OP) (BP 4.36)	No		No	
Pest Management (OP 4.09)	No		No	
Physical Cultural Resources (OP) (BP 4.11)	No		No	
Indigenous Peoples (OP) (BP 4.10)	Yes		No	
Involuntary Resettlement (OP) (BP 4.12)	Yes		Yes	
Safety of Dams (OP) (BP 4.37)	No		No	
Projects on International Waterways (OP) (BP 7.50)	No		No	
Projects in Disputed Areas (OP) (BP 7.60)	No		No	

Covenants - Additional Financing (TZ-PSSN Additional Financing - P151838)							
Source of Funds	Finance Agreement Reference	Description of Covenants	Date Due	Recurrent	Frequency	Action	
IDA	Schedule Section V	2, (i) a VGP for such activity has been: (A) prepared in accordance with the requirements of the VGPF and furnished to the Association; (B) disclosed as required by the VGPF; and (C) approved by the Association and publicly disclosed; (ii) (A) all measures required to be taken under said VGP prior to the initiation of said activity have been taken; (B) a report, in form and substance, satisfactory		<input checked="" type="checkbox"/>	CONTINUOUS	New	
IDA	Schedule Section I, B, 1.	2, The Recipient shall, not later than three (3) months after the Effective Date, revise and update, in accordance with terms of reference acceptable to the Association: (i) an operational manual, providing details	14-Oct-2016	<input type="checkbox"/>		New	

		of arrangements and procedures for the implementation of the Project.				
Conditions						
Source Of Fund		Name		Type		
Description of Condition						
Risk						
Risk Category				Rating (H, S, M, L)		
1. Political and Governance				Moderate		
2. Macroeconomic				Moderate		
3. Sector Strategies and Policies				Low		
4. Technical Design of Project or Program				Moderate		
5. Institutional Capacity for Implementation and Sustainability				Moderate		
6. Fiduciary				Substantial		
7. Environment and Social				Moderate		
8. Stakeholders				Moderate		
9. Other						
OVERALL				Moderate		
Finance						
Loan Closing Date - Additional Financing (TZ-PSSN Additional Financing - P151838)						
Source of Funds			Proposed Additional Financing Loan Closing Date			
IDA Credit from CRW			31-Dec-2019			
Loan Closing Date(s) - Parent (Tanzania Productive Social Safety Net - P124045)						
Explanation:						
The closing date of the original project is proposed to be extended until December 31, 2019 to ensure that the expanded activities can be completed. The proposed new closing date matches the closing date of the Additional Financing.						
Ln/Cr/TF	Status	Original Closing Date	Current Closing Date	Proposed Closing Date	Previous Closing Date(s)	
IDA-50930	Effective	31-Dec-2017	31-Dec-2017	31-Dec-2019		

Allocations - Additional Financing (TZ-PSSN Additional Financing - P151838)				
Source of Fund	Currency	Category of Expenditure	Allocation	Disbursement % (Type Total)
			Proposed	Proposed
IDA	XDR	(1) Cash Transfers for Safety Net Program under Part 1 (a) (i) of the Project	91,800.00	100.00
IDA	XDR	(2) (a) Labor payment subprojects under Part 1 (a) (ii) (A) of the Project	20,100.00	100.00
		(b) Goods, works, non-consulting services, consultants services and op. costs for subprojects under Part 1 (a) (ii) (B)	7,100.00	100.00
		(3) (a) Cash Benefits for the Livelihood Enhancement Program under Part 1 (b) (ii) of the Project	18,300.00	100.00
		(b) Goods, works, non-consulting services, consultancies services, training and operating costs under Part 1 (b) (i)	1,000.00	100.00
		Goods, works, non-consulting services, consultants services, audits, Training and Operating Costs under Part 1 (b) (i)	2,900.00	100.00
		Total:		141,200.00
Components				
Change to Components and Cost				
Explanation:				
<p>Component 1 - Consolidation of Integrated Social Safety Net Interventions for extremely poor and food insecure households. This component would continue to support the Government to sustain and consolidate the CCT, scale up the PW, and expand the scope of the community savings to include LE activities.</p> <p><i>Subcomponent 1A - Conditional Cash Transfers</i></p>				

Beyond the scale-up, the main changes introduced in this component will be some adjustments to the benefit structure to increase the impact of the CCT. The program would continue implementation of the CCT based on the same parameters defined in the parent project. The program is currently transferring regular cash benefits to over 1.1 million households since the July - August 2015 payment window.

Based on the assessment of the intervention, the Government and the Bank have agreed on a slightly revised benefit and co-responsibilities structure to (a) improve incentives to comply with co-responsibilities by linking cash benefits to behaviors more closely, (b) provide additional benefits for children attending secondary education to better reflect the higher opportunity costs of attending secondary versus primary school, (c) better align the penalties for noncompliance with co-responsibilities to individual eligible members of each household, and (d) facilitate delivery of payments by rounding cash benefit amounts to Tanzanian shillings rather than U.S. dollars. The new benefit structure, while better reflecting changes in extremely poor households conditions as revealed by the results of the 2011/12 HBS, will keep the principle of being high enough to be a good incentive for beneficiary households to invest in the education and health of their children but low enough to avoid negative incentives on job-seeking or pursuit of alternative sources of income.

Subcomponent 1B - Labor Intensive Public Works Plus

Labor intensive PW. The basic parameters of the interventions for this subcomponent will remain the same as described in the PSSN Project. The AF will support the Government to scale up and sustain the PW program to achieve the new target of 600,000 households during the lean season. It is expected that most of the CCT beneficiaries will also be enrolled in the PW program.

Participants will receive a cash benefit equivalent to US\$1.35 per day in the initial phase of the program. The benefit has been calibrated to be low enough such that only those participants with no other, more attractive, livelihood alternatives or employment opportunities will be willing to participate in the PW program. Two key considerations are taken into account when deciding the timing of PW: (a) PW will be undertaken when labor demand for agricultural activities is low (and participation in PW will therefore not compete with the need to work on own land) and (b) PW should be timed so that payments are made during or before the lean season. Based on these two considerations, PW will be implemented from September to December in PAAs located in unimodal rainfall areas and from December to March in PAAs in bimodal rainfall areas.

LE activities, formerly COMSP. The AF would strengthen the COMSP, originally introduced to complement Subcomponent 1B by mobilizing beneficiaries to save, by expanding its scope further to support households' income-generating capacity in the medium and long term. This subcomponent would contribute to bridge the gap between the PSSN beneficiaries and the supply of programs that can help them increase their productive potential, thereby gradually generating the necessary foundation for households' graduation from the program over time.

Background studies point both to the presence of a number of programs that can support livelihood development, but with very limited coverage of the poor, as well as to the significant barriers that the PSSN beneficiaries face in accessing them, such as information gaps, low human capital (especially illiteracy), exclusion and lack of confidence, prohibitive cost of programs, and/or remoteness. Initially, the LE subcomponent would build on the lessons learned from the implementation of the COMSP which show, among other things, that (a) households were able to save and invest to diversify their income, as well as use their own savings to address emergencies without depleting their assets and (b) that members of the COMSP groups were more informed than other cash transfer beneficiaries regarding existing livelihood

opportunities and initiatives.

Therefore, the LE subcomponent would provide basic awareness and skills training to increase social capital and confidence, promote savings, strengthen household budget management practices, and raise awareness about existing relevant livelihood opportunities. This basic awareness and skills training would be open to households on a voluntary basis, with an initial estimated target of 250,000 households, which may be revised as the subcomponent is implemented. In addition, the LE subcomponent would explore the option of providing selected beneficiaries, who have been participating in the PW program and are ready to move toward more sustainable options, with a cash bonus benefit (the exact amount of which would be determined, up to US\$80, or the equivalent of participation in a PW round). The cash bonus would be accompanied by technical support to connect beneficiaries to the existing supply of productive programs, such as those offered by district- and ward-level agriculture extension or business development officers. This option means that beneficiaries would graduate from the PW program to be able to receive the cash component of the LE intervention, as explained below. The target number of beneficiaries for the final cash benefit would initially be a small fraction of those that participate in the PW to ensure appropriate program follow-up and consider existing supply-side constraints. The final cash benefit would be provided subject to (a) presence of supply-side programs in selected localities, (b) completion of specific requirements such as the basic skills and awareness modules and finalized participation in PW cycles, and (c) participation in a coaching/orientation session to discuss proposed use of the grant.

The program would also coordinate with other sector entities (such as the Ministries of Agriculture Food Security and Cooperative, Ministry of Livestock and Fisheries, Small Industries Development Organization, and so on) to facilitate the provision of technical assistance and other services to selected PSSN beneficiaries.

Specifically, the subcomponent would support (a) the design of a basic awareness and skills training package to promote savings and budget management and facilitate access of TASAF beneficiaries to skills training, microcredit, and business development support based on location-specific opportunities; (b) the design and implementation of a communication strategy for program officers to support the implementation of the component; (c) training for TASAF program officers; (d) financing of a productive grant for a selected number of beneficiaries; and (e) an M&E strategy to capture results and improve the design of the component.

Component 2 - Institutional Strengthening. The overall objective of this component remains the same as the original project. As a result, this component is expected to support the Government in laying the foundation for the social protection system in Tanzania. The component will also finance activities at the national, PAA, and community levels that are aimed at improving accountability and transparency in the use of project resources.

Subcomponent 2A - Strengthening TASAF and Supporting Implementation of the PSSN

This subcomponent aims to support TASAF in carrying out the required operational reform to effectively implement the PSSN. Further strengthening of the technical, management, and coordination capacity of program implementers is required. Specifically, the AF would finance continuation and scale-up of the following activities: (a) operational reforms and institutional strengthening; (b) program management assistance; (c) capacity building; (d) knowledge generation; (e) research and development; (f) coordination; and (g) strengthening operational capacity of TASAF and the CMCs, which are the main implementing bodies at the community level.

Subcomponent 2B - Development of Systems for Implementation of Social Safety Net Interventions

While the overall objective of the subcomponent is the same as in the original project, the scope will be enhanced to support a substantially larger coverage than initially expected in the following areas:

- **Implementation of a URB of social programs.** This would include improvements to the information and communication technology elements of the URB for the scale-up as well as the operational tools used to collect data to populate the URB, including the design and development of a more robust system that is capable of maintaining a larger volume of data. This would also include periodic updates of the targeting tools, such as the PMT and community-based targeting tools, as new data become available and/or based on operational lessons learned. Finally, it would support operationalization of the latest poverty maps and other poverty data for targeting and re-targeting.
- **Management Information Systems.** Design and development of a new flagship computerized MIS to cater to the scaled-up PSSN Project, benefiting from the improvements in business functionality, connectivity enhancement, database migration, and lessons from the stress testing of the current CB-CCT MIS. The new PSSN MIS will leverage the latest technologies to build modules to cater for targeting, enrollment, case management, and compliance monitoring; grievance redress and citizen feedback; project tracking; electronic payments processing; and interfacing the URB with the PSSN MIS.
- **Information, education, and communication strategy.** Funding of information, education, and communication campaigns; project activities for sensitization, training, and retraining; and communication of messages and results.
- **Payment system.** Implementation of a cost-effective payment platform that will help the PSSN Project in paying beneficiaries. It will strengthen processes, procedures, and systems of the PSSN to align and integrate the electronic payment system.
- **Supply-side capacity assessments.** Supply-side assessments will continue to be carried out to identify the health and education services gaps for the PSSN communities, to establish the appropriate co-responsibilities based on the level of services available.
- **Grievance redress mechanisms.** The GRM is a crucial component of social assistance programs that provides beneficiaries or communities and supporting institutions a formal mechanism to report, receive, evaluate, and redress program-related grievances as well as key information to improve program performance. The project would support the strengthening of the GRM mechanism to support the program's expansion.

Subcomponent 2C - Development and Strengthening of the M&E Systems

The objective of this subcomponent would be to continue building and expanding an integrated M&E system to facilitate the operation of the PSSN programs (CCT, PW, and LE) through the entire cycle, across all levels of government (national, regional, and local government authorities). The project would finance continuation and scale-up of the following activities:

- **Impact evaluation.** This would include consultancy and non-consultancy services to carry out the midline and end-line surveys, corresponding analysis, report preparation, and dissemination to ascertain what the program has achieved.
- **Regular process evaluations.** This would involve regular assessments of how the program is

being implemented in each of its functional processes (e.g., targeting, registry, payments, monitoring, etc.)

- **Beneficiary surveys and qualitative evaluation (focus groups).** These are social accountability tools to assess beneficiary perceptions on the program and its processes.
- **Field-based sampling verifications/spot checks.** These field-based verifications are conducted on a random sample of program communities and seek to assess the program’s operational processes, particularly with a view toward ensuring adherence to design and improving operational efficiency and information flows.
- **Targeting assessments.** This will include periodic checks of the targeting performance of the PSSN, typically using comparisons to nationally representative household survey data.
- **Audits.** Regular audits including financial, technical, and procurement.

Current Component Name	Proposed Component Name	Current Cost (US\$M)	Proposed Cost (US\$M)	Action
1. Consolidation of Integrated Social Safety Net Interventions for extremely poor and food insecure households	1. Consolidation of Integrated Social Safety Net Interventions for extremely poor and food insecure households	140.00	300.00	Revised
2. Institutional Strengthening	2. Institutional Strengthening	93.90	140.00	Revised
3. Contingencies (Unallocated)	3. Contingencies (Unallocated)	7.00	0	Marked for Deletion
	Total:	240.90	440.00	

Appraisal Summary

Economic and Financial Analysis

Explanation:

The economic and financial analysis was revised to address three issues: (a) the availability of a new household survey showing significant changes in levels of poverty, (b) the new target population of the program (100 percent of the extreme poor households), and (c) eligibility of children in secondary schools to be beneficiaries of the CCT. On that basis, the summary of the Economic Analysis is presented below (based on World Bank (2014) Tanzania - Conditional Cash Transfers and Labor Intensive Public Works: Essential Elements of a Safety Net. Policy Note, February 15, 2014).

To inform the decision of scaling up the PSSN, a series of ex ante micro-simulations using the 2012 nationally representative household survey were carried out to estimate the possible impact of the CCT

program on poverty reduction and school enrollment. The simulations show that the program is expected to result in considerable impacts on extreme poverty. Assuming transfers are perfectly targeted and that cash benefits are accumulated over time, after one year, the PSSN under the scenario of full implementation of the restructured benefit to boost secondary education attendance is estimated to reduce the headcount measure of extreme poverty by 5.4 percentage points and over 12 percentage points after four years, from a baseline of 14.7 percent (which is the target population of the PSSN as defined above). This corresponds to lifting about 350,000 households out of extreme poverty after one year and 750,000 after four years. Among extreme poor households, this scenario is estimated to reduce the poverty gap measure by 1.0 percentage point after one year and 2.3 percentage points after four years from a baseline of 2.8 percent.

The simulations also illustrate how operational challenges can influence the impact. A variation was introduced to these two scenarios to test the sensitivity of the results to imperfect targeting. In this variation, it is assumed that 80 percent of the beneficiary households are well-targeted (that is, among the extreme poor) and the remaining 20 percent are incorrectly targeted (that is, not among the extreme poor). (Initial estimates carried out by TASAF indicate that targeting accuracy is higher than 80 percent.) As expected, the impact is diluted for all indicators measured when the process is weaker in identifying the poor. These results highlight the fact that the extent to which the impact is achieved in practice will be highly dependent on various aspects of program implementation, including (but not limited to) targeting.

The results of the simulations also indicate that the program has the potential to shift approximately 200,000 children from being out of school to enrolling into school. The effects are slightly higher for boys than for girls.

Given that the simulations rely on fairly strong assumptions, particularly in estimating the four-year poverty impacts, the results should be interpreted with caution. The ex-ante simulations presented above also rely on two more assumptions. First, the exercise is based on the assumption that there are enough secondary school spots available regardless of the number of children who enroll as a result of the CCT intervention. Even though there is primary school coverage across most of the villages in the country, this is not the case for secondary schools, which have a much lower coverage. Second, the exercise relies on the assumption that the household's consumption increases each year by the amount of the transfer, which may overstate the impacts. As such, the results presented above should be considered as upper bound estimates of the potential impacts of the program.

Furthermore, it is important to keep in mind that having an income above the poverty line while being a beneficiary of the CCT program does not imply that this level of income can be automatically maintained without the transfers (that is, the household may fall back into poverty once the transfers are suspended). For this reason, the PSSN is a program that has to be part of a broader strategy and needs to operate for a relatively long period.

Technical Analysis

Explanation:

The technical assessment did not change; consequently, given the strong performance of the program, the Government decided (and the Bank and development partners agreed) to scale up the PSSN based on the original approach agreed in the TZ-PSSN original project. A summary of the updated assessment is presented below.

The PSSN is based on the combined and integrated interventions of the CCTs and labor intensive PW program. The CCTs program is expected to increase the incomes of extremely poor households on a

regular basis while the PW program will provide a predictable transfer to maintain (smooth) consumption during the lean season. Both elements also seek to have long-term impacts. The cash transfer introduces co-responsibilities to encourage beneficiaries to invest in the education and health of their children and pregnant women and alleviates the impact of chronic poverty on an ongoing basis. The PW provide households with a source of income to enable planning and avoid negative coping decisions that might prevent them from getting out of extreme poverty. The implementation of community savings promotion and LE activities will complement these interventions to gradually move beneficiaries from safety nets to self-sustained income-generating activities.

Targeted cash transfers, which are at the core of the PSSN, have been among the most evaluated programs. The majority of such studies show that well-designed and implemented cash transfer programs have proven to be effective in (a) reaching the poorest and most vulnerable; (b) increasing household consumption, particularly of food and proteins; (c) increasing enrollment, attendance, and completion rates in primary and secondary schools while reducing dropping out and repetition; and (d) increasing utilization of health services and thus reducing morbidity (anemia, sick days) and chronic malnutrition (stunting). Available evidence from rigorous evaluations also shows that well-designed cash transfer programs are directly associated with lower poverty headcount, lower poverty gap and inequality, higher household consumption, improved quality and number of meals, and thus lower food insecurity and lower chronic malnutrition. From this perspective, cash transfers contribute not only to alleviating immediate poverty but, even more importantly, to reducing risk and vulnerability among young children, which will eventually positively affect learning capacity and school performance.

Moreover, there is evidence that the impact of cash transfers is higher under schemes in which the benefit is subject to compliance with co-responsibilities. Evaluations in Mexico, Ecuador, Burkina Faso, and Malawi show that school attendance and enrollment are higher when the program conditioned the cash benefit.

The GoT has the advantage of having piloted CCTs. Between 2010 and 2013, TASAF implemented the CB-CCT, including completion of several evaluations and assessments which have informed the decision to scale up the program nationwide. The CB-CCT has already been incorporated into the PSSN. Therefore, the proposed scheme is coherent with international good practices; assessments and evaluations of the pilot and a full impact evaluation of the PSSN, in progress, ensure that such best practices are well adapted to the Tanzanian context.

The impact evaluation of the CB-CCT pilot shows important impacts on education, health, and nutrition outcomes. The results show that children's health status improved substantially; the likelihood of children being ill fell by 11 percentage points for those younger than 4 years and 3 percentage points for those younger than 18 years. On average, children ages 15-17 from beneficiary households were 15 percent more likely to complete grade 7 when compared with non-beneficiaries, which is also in line with the findings of the simulations presented below suggesting that this age group would benefit most from the transfers. The difference is even higher among girls (24 percent).

While these are important gains, it is perhaps even more interesting to note that the program has also contributed to enhancing poor households' capacity to manage risk.

A safety net intervention is expected to help the poor take adequate insurance and protection measures to address risks and shocks. First, from a social insurance perspective, the CB-CCT is responsible for increasing the use of health insurance. On average, 28 percent of beneficiary households used medical insurance to finance treatment for sick children and 17 percent for elderly individuals, compared to 6 percent and 3 percent, respectively, in the comparison group. The utilization of medical insurance is even

higher among the poorest households in the program (53 percent for children requiring medical attention). Better management of health risks through increased use of medical insurance likely contributed to the improved health status of children and the subsequent reduction in beneficiary households' visits to health providers.

Additionally, the CB-CCT seems to be responsible for significant increases in nonbank savings and diversification of productive assets. In terms of self-insurance the CB-CCT seems to be responsible for significant increases, particularly among the poorest beneficiaries, in nonbanking savings and diversification of productive assets. Regarding self-protection mechanisms, the impacts shown above demonstrate that the CB-CCT created effective incentives for households to build their children's human capital, which is the best self-protection option to reduce their probability of being poor as adults.

Based on these positive results, the Government has decided to expand the PSSN to support, at a minimum, all households living below the extreme poverty line.

Social Analysis

Explanation:

There are no changes. The project is implemented in the same geographical areas and target the same group of the population: households living below the food poverty line.

Environmental Analysis

Explanation:

There are no changes. The project is implemented in the same geographical areas with similar interventions as described in the parent project.

Risk

Explanation:

The overall risk for the AF is moderate. Three individual risks rating have been reduced. First, the risk of program design has been reduced to Moderate as the implementation of the PSSN over the last 3 years has demonstrated that it is supported by sound principles, rigorous implementation arrangements, and solid operational tools with enhanced institutional capacity. Second, the stakeholder risk was also reduced to Moderate as the main actors related to the social protection sector in Tanzania support the initiative. It was reflected in the Cabinet Paper approved in late 2014. Also very important is the endorsement from key bilateral development partners, namely, DFID which approved GBP 100 million to support the program through parallel financing, Sida, which approved SEK750 million and USAID which approved US\$15 million to provide support also through parallel financing. Third, the institutional capacity for implementation and sustainability risk was reduced to Moderate, given the ongoing process TASAF is carrying out to strengthen institutional and implementation arrangements at the central and local level and the experience it has acquired through the implementation of the PSSN in the past 2 years, supported by sound operational tools under development (registry, information system, and payments).

IV. WORLD BANK GRIEVANCE REDRESS

49. Communities and individuals who believe that they are adversely affected by a World Bank supported project may submit complaints to existing project-level GRMs or the Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed to address project-related concerns. Project affected communities and individuals may submit their complaint to the Bank's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of Bank noncompliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the Bank's corporate Grievance Redress Service (GRS), visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the Bank's Inspection Panel, visit www.inspectionpanel.org.

ANNEX 1: RESULTS FRAMEWORK AND MONITORING

TANZANIA: Productive Social Safety Net Project (Additional Financing)

Revisions to the Results Framework

PDO		
<i>Parent Project</i>	<i>Proposed</i>	<i>Comments/Rationale for Change</i>
To create a comprehensive, efficient, well-targeted productive social safety net system for the poor and vulnerable section of the Tanzanian population.	No change	
PDO indicators		
<i>Parent Project</i>	<i>Proposed change</i>	<i>Comments/Rationale for Change</i>
Direct project beneficiaries	No change - Targeted value revised upwards	The AF will support scaling up the program and the number of beneficiaries is expected to increase accordingly.
Female beneficiaries	No change	
Proportion of targeted households with increased incomes (total and by component)	Proportion of eligible households receiving cash transfers (total and by component)	The change is proposed as income is not commonly measured in this context and impact evaluation could result in no impacts due to other reasons even if the program has an impact. Eligible households are defined as those verified as eligible by the PMT.
Proportion of targeted households with food consumption score > 35	Proportion of beneficiary households with an increase in food consumption	The change is proposed as we are measuring food consumption in the IE and this is more relevant to the program's objectives and likely to increase even if the score itself does not (the food security measures may not change a lot due to measurement issues rather than actual impact).
Proportion of targeted households with stable or increased asset level	Deleted	This indicator is difficult to measure and redundant with the above two indicators.
Proportion of beneficiary households classified as extremely poor according to income/consumption levels (and according to the national poverty line)	Proportion of eligible households with consumption below the adjusted food poverty line	It was proposed for accuracy. This will be measured through the IE and the adjusted food poverty line takes into account the 5 percent of households who are estimated to be in transient poverty.
Proportion of caretakers who know their	Deleted	The indicator is too general and

rights and responsibilities in terms of co-responsibilities, program operation		does not measure program or project progress.
Benefits reaching the poorest 20 percent of population	No change	
Transfer payments made within 5 days of when they are due, according to the annual payment calendar issued by TASAF in January of each year	Deleted	Redundant with indicators 'proportion of households receiving timely and predictable CCT payments' and 'proportion of households receiving timely and predictable PWP payments.
Proportion of registered household with updated information on compliance with co-responsibilities	No change	
Proportion of households enrolled in basic skills training that complete the training modules	Added	Expansion of the COMSP activities
Intermediate Results Indicators		
Proportion of grievances resolved timely	Added	Introduction of GRM
Proportion of beneficiaries of PSSN satisfied with the program.	New	Citizen engagement indicator
Share of complaints and appeals resolved in a timely manner	Deleted	Replace by the new indicator 'Proportion of grievances resolved timely' above.
Number of villages selected	No change - Target value revised	The number of villages to be selected to cover the poorest populations is 10,000 (instead of 15,000)
Proportion of non-PWP beneficiaries vs beneficiaries from asset improvement	Deleted	The indicator is too difficult to measure and is redundant with the next indicators
Number of beneficiaries by age group benefiting from the program (benefiting from community assets)	Deleted	Measuring beneficiaries of assets produced by PW by age is very difficult with little value added.
Number of males benefiting from the program (benefiting from community assets)	Deleted	It is difficult to measure, generates little value added, and is redundant with the previous indicator.
Number of females benefiting from the program (benefiting from community assets)	Deleted	It is difficult to measure, generates little value added, and is redundant with the previous indicator and core indicator.
Proportion of children in beneficiary households ages 0–24 months attending health facilities regularly (monthly)	No change - Targeted value revised upwards	As the program is consolidated, it is expected to improve efficiency in boosting demand for health services.
Proportion of children in beneficiary households ages 6–18 years enrolled in primary schools with more that 80% of	No change - Targeted value revised upwards	As the program is consolidated, it is expected to improve efficiency in boosting demand for education

attendance a month (total and disaggregated by age)		services.
Proportion of CCT component female beneficiaries supported by the program	Deleted	Redundant with core indicator
Number of households in the CCT component supported by the program	No change - Targeted value revised upwards	The AF will support the expansion of the CCT program and therefore an increased number of beneficiary households.
Proportion of households receiving timely and predictable CCT benefits	No change - Targeted value revised upwards	As the program is consolidated, it is expected to improve efficiency in the payment process.
Number of females benefiting from the program (benefiting from community assets)	Deleted	Redundant with core indicator
Number of households in the CCT program beneficiaries supported by the program (total and disaggregated by gender and age head)	Deleted	Same indicator as ‘Number of households in the CCT components supported by the program’
Number of households benefiting from the program (total male/female, age group) Direct/indirect (benefiting from community assets)	Deleted	Redundant with the indicator ‘Number of beneficiaries by from the PW program (benefiting from community assets)’
Number of person days provided in PWP	No change - Targeted value revised upwards	The AF will support the expansion of the PW program and therefore an increased number of beneficiaries.
% of households who worked the desired 15 days a month	Deleted	Indicator too difficult to measure
% wages over total subproject cost	No change	
Number of PWP projects delivered at the community by type (community selection)	No change - Targeted value revised upwards	The AF will support the expansion of the PW program and therefore an increased number of subprojects.
Satisfaction level of the community with the asset created with respect to the expected value of the asset during project selection process	No change	
Proportion of households receiving timely and predictable PW benefits	No change	
Proportion of communities with climate risk assessment incorporated into a multiyear planning	No change	
Proportion of projects identified by the climate risk assessment that include measures for reducing climate risks or increasing climate resilience	No change - Targeted value revised upwards	As the program is consolidated, it is expected that more efficiency is gained in this area.
Number of savings groups formed	No change - Targeted value	The AF will support the expansion of the PW program and

	revised upwards	therefore an increased number of saving groups.
Number of people participating in savings groups	No change - Targeted value revised upwards	The AF will support the expansion of the PWP program and therefore an increased number of people participating in the saving groups formed.
Average amount of savings	No change	
Number of staff trained on PSSN processes at PAA level	Revised	Revised definition to better reflect improvement in capacity of PAAs
Communities satisfaction with support provided by Local Government Authorities (LGA)	No change	
M&E system generating regular, timely, and adequate reports	No change	
Comprehensive M&E system (including URB and functional MIS) established in all 162 program districts	No change Typo in the number of districts corrected	There are only 161 districts in Tanzania
Proportion of registered households with complete information not older than 2 years	No change	
Share of complaints and appeals resolved in a timely manner	Deleted	Changed wording and moved as outcome indicator
Number of households enrolled in LE basic skills training	Added	Expansion of the COMSP activities

Proposed Results Framework

Project Name:	TZ-PSSN Additional Financing (P151838)	Project Stage:	Additional Financing	Status:	FINAL
Team Leader(s):	Manuel Salazar	Requesting Unit:	AFCE1	Created by:	Antonia T. Koleva on 01-Jun-2015
Product Line:	IBRD/IDA	Responsible Unit:	GSP01	Modified by:	Antonia T. Koleva on 18-May-2016
Country:	Tanzania	Approval FY:	2016		
Region:	AFRICA	Lending Instrument:	Investment Project Financing		
Parent Project ID:	Project P124045	Parent Project Name:	Tanzania Productive Social Safety Net (P124045)		

Project Development Objectives

Original Project Development Objective - Parent:

The Project Development Objective of APL Phase 1 is to create a comprehensive, efficient, well-targeted productive social safety net system for the poor and vulnerable section of the Tanzanian population.

Proposed Project Development Objective - Additional Financing (AF):

No change to PDO from parent project

Results

Core sector indicators are considered: Yes

Results reporting level: Project Level

Project Development Objective Indicators

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
Revised	Direct project beneficiaries	<input checked="" type="checkbox"/>	Number	Value	5000.00	5,011,335.00	6,500,000.00
				Date	01-Jul-2013	30-Apr-2016	31-Dec-2019

				Comment		Number of households receiving monthly cash benefits is 1,100,000	Target to be reached in January 2016: 1,110,180
No Change	Female beneficiaries	<input checked="" type="checkbox"/>	Percentage Sub Type Supplemental	Value	50.00	54.00	60.00
Revised	Proportion of eligible households receiving cash transfers (total and by component)	<input type="checkbox"/>	Percentage	Value	1.00	98.00	95.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2019
				Comment		Data available only after the follow up survey of impact evaluation report expected in June 2016	
Revised	Proportion of beneficiary households with an increase in food consumption	<input type="checkbox"/>	Percentage	Value	0.00	0.00	30.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2019
				Comment		Data available only after the follow-up survey of impact evaluation report expected in June 2017	
Marked for Deletion	Proportion of targeted households with stable or increased asset level***	<input type="checkbox"/>	Percentage	Value	0.00	0.00	4.00
				Date		31-Mar-2014	31-Dec-2017
				Comment			

Revised	Proportion of eligible households with consumption below the adjusted food poverty line	<input type="checkbox"/>	Percentage	Value	0.00	64.00	75.00
				Date		31-May-2015	31-Dec-2019
				Comment			
Marked for Deletion	Proportion of caretakers who know their rights and responsibilities in terms of co-responsibilities, program operation	<input type="checkbox"/>	Percentage	Value	0.00	0.00	70.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2017
				Comment			
Revised	Benefits reaching the poorest 20 percent of population	<input type="checkbox"/>	Percentage	Value	0.00	0.00	85.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2019
				Comment			
Marked for Deletion	Transfer payments made within 5 days of when they are due, according to the annual payment calendar issued by TASAF in January of each year	<input type="checkbox"/>	Percentage	Value	0.00	0.00	80.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2017
				Comment			
No Change	Proportion of registered household with updated information on compliance with co-responsibilities	<input type="checkbox"/>	Percentage	Value	50.00	90.00	80.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2017
				Comment			
New	Proportion of households enrolled in LE basic skills training completing the modules	<input type="checkbox"/>	Percentage	Value	0.00	0.00	60.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2019
				Comment			
New	Proportion of grievances resolved in a timely matter	<input type="checkbox"/>	Percentage	Value	0.00	0.00	70.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2019
				Comment			

Intermediate Results Indicators

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
Marked for Deletion	Share of complaints and appeals resolved in a timely matter	<input type="checkbox"/>	Percentage	Value		0.00	65.00
				Date		31-Mar-2014	31-Dec-2017
				Comment			
Marked for Deletion	Proportion of registered households with update information on compliance with co-responsibilities	<input type="checkbox"/>	Percentage	Value	50.00	50.00	80.00
				Date		31-Aug-2015	31-Dec-2017
				Comment			
Revised	Number of villages selected.	<input type="checkbox"/>	Number	Value	80.00	9,960.00	10,000.00
				Date	07-Jan-2013	31-Mar-2016	31-Dec-2017
				Comment			
Marked for Deletion	Proportion of non-PWP beneficiaries vs beneficiaries from asset improvement	<input type="checkbox"/>	Percentage	Value		0.00	80.00
				Date		31-Mar-2014	31-Dec-2017
				Comment			
Marked for Deletion	Number of beneficiaries by age group benefiting from the program (benefiting from community assets)	<input type="checkbox"/>	Number	Value		0.00	0.00
				Date		31-Mar-2014	31-Dec-2017
				Comment			
Marked for Deletion	Number of males benefiting from the program (benefiting from community assets)	<input type="checkbox"/>	Number	Value		0.00	0.00
				Date		31-Mar-2014	31-Dec-2017
				Comment			
Marked for Deletion	Number of females benefiting from the program (benefiting from community assets)	<input type="checkbox"/>	Number	Value		0.00	0.00
				Date		31-Mar-2014	31-Mar-2014
				Comment			

Revised	Proportion of children in beneficiary households aged 0-24 months old attending health facilities regularly (monthly)	<input type="checkbox"/>	Percentage	Value	98.00	97.00	98.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2019
				Comment			
Revised	Proportion of children in beneficiary households aged 6-18 years enrolled in primary schools with more than 80% of attendance a month (total and disaggregated by age).	<input type="checkbox"/>	Percentage	Value	50.00	50.00	80.00
				Date	01-Jul-2013	30-Aug-2014	31-Dec-2019
				Comment			
Marked for Deletion	Proportion of CCT component female beneficiaries supported by the Program	<input type="checkbox"/>	Number	Value		55.00	60.00
				Date		30-Aug-2014	31-Dec-2017
				Comment			
Revised	Number of households in the CCT components supported by the program	<input type="checkbox"/>	Number	Value	0.00	1,110,180.00	1,100,000.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2019
				Comment			
Revised	Proportion of households receiving timely and predictable CCT benefits	<input type="checkbox"/>	Percentage	Value	0.00	100.00	100.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2019
				Comment			
Marked for Deletion	Number of females benefiting from the program (benefiting from community assets)	<input type="checkbox"/>	Number	Value		0.00	0.00
				Date		31-Mar-2014	31-Dec-2017
				Comment			
Marked for Deletion	Number of households in the CCT program beneficiaries supported by the program (total, and disaggregated by gender and age head)	<input type="checkbox"/>	Number	Value	0.00	498,145.00	6,000,000.00
				Date	01-Jul-2013	30-Aug-2014	31-Dec-2017
				Comment			

Marked for Deletion	Number of households benefiting from the program (total male / female, age group) Direct/indirect (benefiting from community assets)	<input type="checkbox"/>	Number	Value	1000.00	1000.00	258000.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2017
				Comment			
Revised	Number of person day provided in PWP	<input type="checkbox"/>	Number	Value	0.00	20,038,522.00	36,000,000.00
				Date	01-Jul-2013	31-Aug-2015	31-Dec-2019
				Comment			
Marked for Deletion	% of households who worked the desired 15 days a month	<input type="checkbox"/>	Percentage	Value	0.00	0.00	85.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2017
				Comment			
No Change	% wages over total subproject cost	<input type="checkbox"/>	Percentage	Value	70.00	75.00	75.00
				Date	01-Jul-2012	31-Mar-2016	31-Dec-2017
				Comment			
Revised	Number of PWP projects delivered at the community by type (community selection)	<input type="checkbox"/>	Number	Value	0.00	549.00	6,750.00
				Date	01-Jul-2013	01-Apr-2016	31-Dec-2019
				Comment			
No Change	Satisfaction level of the community with the asset created with respect to the expected value of the asset during project selection process	<input type="checkbox"/>	Percentage	Value	0.00	0.00	80.00
				Date	01-Jul-2013	31-Mar-2014	31-Dec-2017
				Comment			
Revised	Proportion of households receiving timely and predictable PWP benefits	<input type="checkbox"/>	Percentage	Value	0.00	55.00	80.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2017
				Comment			

No Change	Proportion of communities with climate risk assessment incorporated into a multiyear planning	<input type="checkbox"/>	Percentage	Value	0.00	60.00	70.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2017
				Comment			
Revised	Proportion of projects identified by the climate risk assessment that include measures for reducing climate risks or increasing climate resilience	<input type="checkbox"/>	Percentage	Value	0.00	60.00	60.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2017
				Comment			
Revised	Number of savings group formed	<input type="checkbox"/>	Number	Value	1,778.00	2,192.00	9,058.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2019
				Comment			
No Change	Number of people participating in savings groups	<input type="checkbox"/>	Number	Value	21,712.00	24,903.00	25,130.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2017
				Comment			
No Change	Average amount of savings	<input type="checkbox"/>	Number	Value	0.00	0.00	50,000.00
				Date	01-Mar-2012	31-Mar-2014	31-Dec-2017
				Comment			Tshs.
No Change	Number of staff trained at district level and number of workshops held for training purposes	<input type="checkbox"/>	Text	Value	130 staff/13 workshop	5894 staff / 22 workshops	2000 staff / 162 workshops
				Date	01-Mar-2012	31-Mar-2016	31-Dec-2017
				Comment			
Marked for Deletion	Communities satisfaction with support provided by LGA	<input type="checkbox"/>	Percentage	Value	90.00	90.00	90.00
				Date	01-Mar-2012	30-Aug-2014	31-Dec-2017
				Comment		To be captured once a beneficiary	

						assessment and a community score card are undertaken	
No Change	M&E system generating regular, timely and adequate reports	<input type="checkbox"/>	Text	Value	N/A	CB-CCT-MIS was improved to support PSSN rollout activities before PSSN-MIS is developed.	Maintenance
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2017
				Comment		Exiting MIS in place for TASAF II which is being enhanced as part of the start-up activities	
Revised	Comprehensive M&E system (including URB and functional MIS) established in all 161 program districts	<input type="checkbox"/>	Text	Value	N/A	M&E system (including URB and functional MIS) established in three pilot CB-CCT districts.	In place and functional in 162 districts
				Date	01-Jul-2013	30-Aug-2014	31-Dec-2017
				Comment		Procurement process underway to put in place the comprehensive nationwide system	

No Change	Proportion of registered households with complete information not older than 2 years	<input type="checkbox"/>	Percentage	Value	0.00	100.00	70.00
				Date	01-Jul-2013	31-Mar-2016	31-Dec-2017
				Comment			
Marked for Deletion	Share of complaints and appeals resolved in a timely manner	<input type="checkbox"/>	Percentage	Value	0.00	0.00	65.00
				Date	01-Jul-2013	30-Sep-2012	31-Dec-2017
				Comment			
New	Number of households enrolled in basic skills training	<input type="checkbox"/>	Number	Value	0.00	0.00	250,000.00
				Date	01-Jul-2013	30-Aug-2014	31-Dec-2019
				Comment			
New	GRM system in place	<input type="checkbox"/>	Number	Value	0.00	0.00	1.00
				Date	01-Jul-2013	30-Aug-2014	31-Dec-2019
				Comment			
New	Percent of beneficiaries satisfied with the program	<input type="checkbox"/>	Percentage	Value	0.00		80.00
				Date	15-Jul-2016		31-Dec-2019
				Comment			