INTEGRATED SAFEGUARDS DATASHEET
APPRAISAL STAGE

Report No.: 110865
Date prepared/updated: December 1, 2016

I. Basic Information

A. Basic Project Data

Country: Pakistan	Project ID: P158643
	Additional Project ID *(if any)*:
Project Name: Pakistan National Social Protection Program	
Task Team Leader: Iftikhar Malik, Amjad Zafar Khan, Lucian Bucur Pop	
Estimated Appraisal Date: December 6, 2016	Estimated Board Date: March 14, 2017
Managing Unit: GSP06	Lending Instrument: IPF for TA component
Sector: Social Protection 70%; General Education Sector 20%; Health 10%	
Theme: Social Protection and Labor Policy & Systems 70%; Gender 10%, Education for all 10%; Other Human Development 10%	
IDA Amount (US$m.): 10	
Environmental Category: *C*	

Is this a transferred project	Yes [X]	No [ ]
Simplified Processing	Simple [ ]	Repeater [ ]
Is this project processed under OP 8.00 (Rapid Response to Crises and Emergencies)	Yes [ ]	No [X]

B. Project Objectives:

1.   The Program Development Objective is to strengthen the national social safety net systems for the poor to enhance their human capital and access to complementary services.

C. Project Description:

1.   The proposed Program builds on previous Bank engagement in the sector during the last 7 years. The World Bank's initial support to BISP came through a sectoral Development Policy Credit (US$150 million, approved in 2009), complemented by a Social Safety Net Technical Assistance (TA) Project (US$60 million also approved in 2009). In 2012, the TA project was restructured with additional financing of US$150 million to support the expansion of the program and strengthening of the administration and performance of BISP as the national safety net platform, also introducing a result based financing (through Disbursement Linked Indicators) modality. The current project is expected to close on June 30, 2017.

2.   Supported by the existing Bank project, the BISP basic cash transfer (US$ 45 per family per quarter) intervention has already demonstrated impacts on reducing short-term malnutrition, improving beneficiaries' consumption, and women empowerment. The BISP impact evaluation carried out in 2013 (against the 2011 baseline) finds positive effects on reducing wasting – a measure of short-term malnutrition – amongst girls (aged 0-59 months). It also showed an increase in consumption among

beneficiaries after two years of implementation, resulting in a 6 percentage points decrease in the poverty gap for households close to the program eligibility threshold. In addition, the BISP is found to have positive effects on a variety of variables associated with women's empowerment. The data indicates that women are more likely to have obtained a national ID card, more likely to have permission to visit friends alone, and that they are more likely to report being able to vote. Finally, the impact evaluation finds no impacts on overall household labor supply, which is in line with findings from other impact evaluations of cash transfer programs.

3.   The proposed Program would be a US$100 million credit from the International Development Association using a Program for Results (PforR) lending instrument, and would be implemented over a period of four years (2017-2021). The disbursement of funds under the PforR modality will be linked to DLIs (US$90 million) tied to two result areas: Institutional and Systems Development, and Income Support for Human Development and Access to Complementary Services. At the request of the government, a Technical Assistance component (US$10 million) using Investment Project Financing (IPF) will also be built in the Program to support program management, monitoring, and evaluation. An Environmental and Social System Assessment (ESSA) has been prepared for the PforR operation. This ISDS has been prepared off-line only for the TA component using the IPF.

4.   **The PforR will support three elements of the Government program:** (i) The Basic Cash Transfer program, delivered by BISP; (ii) The WeT program to incentivize primary school enrolment of BISP beneficiary families' children; and (iii) facilitation of beneficiaries' access to complementary social and productive services.

5.   Specific interventions **to be supported by the Program fall into the following two result areas**:

   (i)   *Institutional and Systems Development* including update of the NSER, and strengthening administration and service delivery of BISP interventions included under the Program.
   (ii)   *Income Support for Human Development and Access to Complementary Services* including consolidation and expansion of the WeT program, and facilitating beneficiaries' access to complementary social and productive services.

Result Area One: Institutional and Systems Development

7.   *Update of National Socio-Economic Registry*. The Program will support nationwide update of the NSER to maintain a relevant and credible registry. This will build upon the lessons learned from the ongoing first phase of the NSER update, which is being implemented in 16 districts by using a revised PMT formula. The first phase is using a combination of door-to-door survey and on-demand registration in selected districts. A Value for Money (VfM) analysis is being carried out to assess the comparative outcomes of each approach. The results of the VfM study will inform the final approach for the national rollout of the NSER update.

8.   *Improved Safety Net Administration and Strengthened Service Delivery.* The Program will support the government to improve BISP systems and operations towards a more beneficiary centric service delivery model. This includes support to enhancement of BISP MIS with adequate procedures for data cross checks, and regular internal and external reporting standards for improved transparency and accountability. The enhanced MIS will also support systematic tracking of beneficiaries' access to selected complementary services**.** As BISP continues to modernize payment services by implementing a new beneficiary centric payment model approved by the Government in January 2016, the Program will support promotion of financial literacy of BISP beneficiaries by updating and using the training modules developed with the previous support of the World Bank. Such literacy trainings are critical given the new

payment model uses formal banking system for beneficiary payments, biometric verification for withdrawal of payments from multiple collection points, and real time reporting and reconciliation to track its efficiency.

9.   BISP Tehsil offices are the frontline for program operations, however, they face capacity constraints and have inadequate service delivery procedures and standards. [1] BISP's future operational trajectory will entail expanded responsibility of Tehsil office staff vis-à-vis: implementation of the WeT program; increased interaction with and support to BBCs; and integrated case management of beneficiaries. The Program will support a result-oriented revision of the current operating model for the field offices along with implementation of the new model. This includes optimizing resource allocation in accordance with beneficiary caseload; procedures for better coordination with implementing partners; development and delivery of regular job relevant training on programmatic and operational areas; and development of key performance indicators. The Program will also support enhanced communication as a critical component of improved service delivery. This includes building knowledge of BISP's staff to manage two-way communication with key stakeholders including local governments, communities, and BBCs. This will contribute to a gradual delegation of responsibility to the field offices with enhanced knowledge about the program and its operating procedures being critical to develop a wider constituency and employ context specific approaches for communications, as necessary.

Result Area Two: Income Support for Human Development and Access to Complementary Services

10.   ***Consolidation and Expansion of Waseela-e-Taleem***. The Program will support consolidation and scale-up of the WeT program to boost enrolment and attendance of primary education of BISP beneficiaries' children (5-12 year old) in the districts where the supply side capacity is favorable. The Program will support expansion of the WeT from 32 to 50 districts nationwide.

11.   This will include adjustment of WeT implementation arrangements vis-à-vis the roles of key actors i.e. BISP, provinces, and implementation partners. BISP will devise suitable models of collaboration and coordination between federal and provincial authorities, district education officials, and other local actors. The Program will support capacity building of all key actors, including the local governments in accordance with their roles in the WeT implementation process.

12.   Capacity building of BBCs will be a key element in WeT expansion. These committees serve as a vital platform to reinforce compliance with WeT co-responsibilities, and will have to be further strengthened to carry on this role. The Program will support BBCs' role to enhance communications between BISP and its beneficiaries. In addition, BBCs will be leveraged to share information about the importance of education for children, provide information about service delivery in education, and at the same time offer an opportunity for the beneficiaries to share their concerns with the service providers.

13.   ***Access to Complementary Social and Productive Services.*** The Program will facilitate BISP beneficiaries' access to complementary social and productive services with an expectation that, over time, participation in these programs will contribute to their improved welfare and economic self-sufficiency. Social programs include, among others, education, nutrition, and health services such as the Prime Minister's National Health Insurance scheme. Productive services would include labor market interventions such as access to finance, formal and non-formal skills training, and asset transfer schemes such as the one administered by the Pakistan Poverty Alleviation Fund (PPAF).

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[1] Currently, there are 383 functional Tehsil offices out of a total sanctioned number of 452. The gap in numbers is due to poor security, poor accessibility and few number of current beneficiaries in areas with non-functional Tehsil offices.

14.   The Program will support assessment of beneficiary characteristics at union council level by using the updated NSER data to identify needs vis-à-vis the relevant complementary services. A mapping will be conducted of relevant existing national and regional complementary services that can provide beneficiaries access to a range of options for social and productive inclusion. Some BISP beneficiaries are already accessing a number of social and productive services. This participation, however, is ad hoc and without any formal facilitation or systematic arrangement on the part of BISP as well as the partner programs.

15.   The Program will support the management tools to operationalize linkages. An information module for complementary services with interoperability with other modules of BISP MIS will be necessary for program functioning. This would include information on complementary service providers, BISP beneficiary participation, and other metrics for program monitoring. BISP will also develop guidelines on how to formalize engagement with service providers. These might include monitoring and evaluation arrangements for a results focus relationship, data sharing for beneficiary identification, and the development of mutually agreed targets. Relevant staff will need to develop expertise on social and productive programs in Pakistan including their content, location, eligibility requirements, and delivery arrangements.

16.   **A Technical Assistance (TA) component will be an Investment Project Financing (IPF) loan for an amount of US$10 million**. Implementation under the TA Component will be managed in accordance with OP/BP 10.00.

17.   **The TA component aims to strengthen the capacity of the implementation agency to design, deliver, and monitor and evaluate the activities needed to achieve the Program objectives**. The Operation will provide strategic TA to guide the achievement of DLIs and Program Actions; support capacity building of the implementing agency, BISP, where necessary; and finance specialized inputs as identified by BISP. This will be achieved through assistance in four programmatic areas: development of a dynamic National Socio-Economic Registry (NSER) model; Monitoring and Evaluation (M&E); capacity building; and strengthening of fiduciary, social and environmental controls.

18.   **Dynamic National Socio-Economic Registry (NSER).** TA will be leveraged to pilot and evaluate models for dynamic updates of the NSER. This will entail finalizing the design and developing monitoring arrangements for testing options; and roll out and evaluation of options in a selected sample number of districts. The pilot will intend to test modalities for regular updates of full (updates of the full Poverty Score Card) or partial (new born, change of address, deaths, new members, education level of members, etc.) household information.

19.   The Program implementing agency will also be assisted in the analysis of updated NSER data with the objective of developing and finalizing a recertification strategy. This includes an analysis of modalities to manage the potential exit of beneficiaries who no longer meet the eligibility criteria of the basic income support program, and the entry of new families who meet the eligibility criteria alongside an analysis of the fiscal implications of new entries and exits.

20.   **Monitoring and Evaluation**. TA will be mobilized to reinforce the M&E capacity of the implementing agency of the Program. With the rapid expansion of the basic income support and the Waseela-e-Taleem (WeT) program, BISPs' M&E systems have to be strengthened to keep pace with and be responsive to program growth. Accordingly, TA will be used for the development of field office performance measurement arrangements to support streamlined internalization of revised roles and responsibilities across all field offices. With strategic outsourcing of program functions, BISP will be provided support to select the right tools to monitor activities of all implementing partners and

stakeholders. These include process evaluations and spot checks to track program implementation and make relevant information publicly available for increased accountability and transparency.

21.   BISPs M&E systems will have to adapt to monitor beneficiary uptake of complementary social and productive services. This will entail the development of an information module for complementary services to host key monitoring metrics. Tracer studies will be used to track beneficiary participation in complementary services. The studies will be based on a representative sample of complementary services in order to ensure that all services can be assessed in relation to the enrolment and participation of beneficiaries. BISP will need to identify a firm or institution with strong experience on social protection issues to provide adequate third party oversight using the tools above.

22.   One or more Independent Verification Entities will also be contracted for verification of the evidence for Program's Disbursement Linked Indicators (DLIs). DLI verification protocols will draw from a range of sources including BISP MIS reports, relevant operational manuals, and training curricula. The Government will need to identify independent verification agencies to provide confirmations of evidence furnished by BISP.

23.

24.   **Capacity Building**. TA will be leveraged to support capacity building in some of the following critical areas:

a) *Financial inclusion*. As the Government transitions beneficiaries to a new payment model, financial literacy training will be imperative to ensure beneficiaries understand rights and procedures vis-à-vis accessing payments. Under a previous World Bank funded TA, BISP developed a financial literacy training module which was used to train 5,000 beneficiaries. Through the Program TA, the Government will be supported in making changes to the module, as needed, and delivering training on the new biometric-verification based payment model.

b) *MIS audit*. TA will be used to procure a relevant firm, with established expertise, to conduct a complete audit of BISP information systems and their modules. Capacity building will be necessary to develop a comprehensive Terms of Reference to guide the firm in undertaking the audit and developing an action plan suited to the Government's functional needs and requirements.

c) *Development of training curricula for WeT capacity building.* . TA will be used to develop the training curricula of Provincial and Tehsil office staff in accordance with their re-defined functions as they relate to the WeT program. In addition, TA will be used to tailor curricula and deliver training to relevant education and local government officials on their roles in the WeT program cycle, with a particular emphasis on compliance monitoring functions. Successful training of stakeholders underscores the sustainable consolidation and expansion of the WeT program. TA will ensure that training can be outsourced to an independent firm with the relevant expertise and resources, and the ability to develop and customize curricula suited to the Program's needs.

d) Beneficiary centric communication through *BISP Beneficiary Committees (BBCs)*. The Program primarily communicates through the platforms of BISP Beneficiary Committees (BBCs) in order to institutionalize participatory mechanisms for enhanced transparency and accountability. As part of the consolidation and expansion of the WeT program, BISP will procure the services of an implementing partner firm to carry out social mobilization functions. However, program staff will perform a critical supervision role to ensure BBC sustainability, and manage the creation and

dissemination of relevant communication material. TA will be provided to strengthen Program functions including awareness and capacity building of BBCs on some of the following thematic areas: WeT co-responsibilities and importance of education, rights of beneficiaries, redress mechanisms, and access to complementary services. These will be delivered through targeted communication material, and training manuals for BBC mother leaders. TA will also be used to develop and fine-tune communication tools, such as street theatres, to generate greater beneficiary awareness and capacity building.

25.   **Strengthening Fiduciary, and Environment and Social Controls.** TA will be used to strengthen key Program functions as outlined in the PforR assessments. The component will support an updated Error, Fraud and Corruption review with a focus on Grievance Redress Mechanisms. In addition, TA will support annual fiduciary performance reviews to validate if the program is following the relevant operational manuals, policies and Standard Operating Procedures, and fiduciary systems are functional and propose mitigation measures to address gaps, if needed. This would include a first year baseline review followed by annual reviews to ensure continued Bank support. In line with the findings of ESSA, the TA will support (i) an assessment of how to implement the NSER in line with the cultural context of poverty among Indigenous People of Chitral, (ii) training, development of strategy, SOPS and other material to roll out and monitor the social mobilization process and capacity building of institutional structure within BISP to manage this aspect (iii) Vulnerability assessment of eligible but excluded and hard-to-reach communities and (iv) user-based assessment of GRM.

D. Project Location and salient physical characteristics relevant to the safeguard analysis:

26.   The proposed Program will be implemented at the national level and Program activities will be carried out across the country. It will assist in transparent identification of the poor by following an objective criteria without any discrimination. The Program will not involve any civil works, therefore, no land acquisition and involuntary resettlement is envisaged under the Program. The support to institutional strengthening will not include land acquisition. The TA component consists of studies and other technical support for project implementation and will not trigger any safeguard policies.

E. Borrowers Institutional Capacity for Safeguard Policies

27.   The Program will be managed and implemented by BISP which is a statutory body formed under the BISP Act, 2010. BISP has been the implementing agency of the World Bank's Social Safety Nets TA Project (P103160) and its Additional Financing since 2009 and is governed by an independent Management Board with half of the members representing the non-governmental sectors that works in accordance with the BISP Act. BISP will be responsible for the environment and social issues of the overall Program including the TA component. They will actively communicate with the Bank and coordinate with stakeholders as well as other development partners. BISP will ensure that the implementation of the TA component will be in compliance with the relevant World Bank' safeguards policies. BISP appoints dedicated staff to ensure incorporation of social concerns in all operational and M&E processes and regularly tracks them through annual status reports.

F. Environmental and Social Safeguards Specialists on the Team:

Rahat Jabeen (GEN06)
Salma Omar (GSU06)

II. SAFEGUARDS POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	The project funds are only used for social uplift of poor and destitute community at national level. The project activities are designed for provision of safety net cash transfers to the poor. The project activities will not finance any civil work or construction activities. Therefore other safeguard polices are also not triggered.
Natural Habitats OP/BP 4.04	No	The project interventions will not involve any adverse impacts on natural habitats.
Forests OP/BP 4.36	No	The project interventions will not involve any adverse impacts on Forest
Pest Management OP 4.09	No	The project will not finance the purchase of pesticides nor promote the use of pesticides.
Physical Cultural Resources OP/BP 4.11	No	The project interventions will not involve any adverse impacts on Physical Cultural Resources.
Indigenous Peoples OP/BP 4.10	No	There is no impact on indigenous Peoples.
Involuntary Resettlement OP/BP 4.12	No	The project will not involve any civil works, therefore, no land acquisition and involuntary resettlement is envisaged under the project. The project activities designed comply with this principle.
Safety of Dams OP/BP 4.37	No	The project interventions will not trigger Safety of Dams policy.
Projects on International Waterways OP/BP 7.50	No	The project location is not situated in International Waterways.
Projects in Disputed Areas OP/BP 7.60	No	The project interventions will not fall in any Disputed Areas.

II. Key Safeguard Policy Issues and Their Management

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:
The TA component does not finance any physical activities. There are no safeguards issues and impact anticipated and no further actions are required as part of safeguards.
2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:
N/A

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts:
N/A
4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described:
N/A
5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people:
N/A

B. Disclosure Requirements Date	N/A
* If the project triggers the Pest Management and/or Physical Cultural Resources policies, the respective issues are to be addressed and disclosed as part of the Environmental Assessment/Audit/or EMP.	
If in-country disclosure of any of the above documents is not expected, please explain why:	
No safeguards document is required for disclosure.	

C. Compliance Monitoring Indicators at the Corporate Level

The World Bank Policy on Disclosure of Information			
Have relevant safeguard policies documents been sent to the World Bank's Infoshop?	Yes [ ]	No [ ]	N/A [X]
Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?	Yes [ ]	No [ ]	N/A [X]
All Safeguard Policies			
Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?	Yes [ ]	No [ ]	N/A [X]
Have costs related to safeguard policy measures been included in the project cost?	Yes [ ]	No [ ]	N/A [X]
Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?	Yes [ ]	No [ ]	N/A [X]
Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?	Yes [ ]	No [ ]	N/A [X]

D. Approvals

Signed and submitted by:	*Name*	*Date*
Task Team Leader:	Iftikhar Malik, Amjad Zafar Khan, Lucian Bucur Pop	12/6/2016
Approved by:		
Practice Manager:	Pablo Gottret	12/7/2016
Comments:		