



Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 14-Nov-2017 | Report No: PIDISDSC23438



BASIC INFORMATION

A. Basic Project Data

Country Guinea	Project ID P164543	Parent Project ID (if any)	Project Name Guinea Rural Mobility and Connectivity Project (P164543)
Region AFRICA	Estimated Appraisal Date Jun 29, 2018	Estimated Board Date Sep 28, 2018	Practice Area (Lead) Transport & Digital Development
Financing Instrument Investment Project Financing	Borrower(s) Ministere du Plan et de la Cooperation Internationale	Implementing Agency Direction Nationale du Genie Rural	

Proposed Development Objective(s)

The Project Development Objective (PDO) is to improve and sustain rural road connectivity to markets and social services

Financing (in USD Million)

Financing Source	Amount
IDA Grant	40.00
Total Project Cost	40.00

Environmental Assessment Category B-Partial Assessment	Concept Review Decision Track II-The review did authorize the preparation to continue
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Other Decision (as needed)

INTRODUCTION AND CONTEXT

A. Country Context

- Guinea is a medium-size, low income, resource-rich country situated in the west part of Africa.** Also known as the “Water-tower” (Chateau d’eau) of Africa, it benefits from an exceptional climate and soils, which are extremely favorable for a wide variety of agriculture productions (rice, vegetables, fruits, coffee, cacao, etc.). Guinea is also one of the most important producer of bauxite in the world, and has important unexploited mining



resources. Beside these relevant potentials, the country remains very poor, compared to other Sub-Saharan countries¹, and faces many challenges. Guinea experienced a hard-post-colonial history, and a difficult transition period to democracy. The political situation is relatively stable now, but because of the recent Ebola crisis, the economic and social situation is still tense, generating sometimes protests and riots.

2. Guinea urgently needs to diversify an economy which is largely based on the mining sector (20% of GDP), which provides few jobs, and it is not able to distribute revenues. In addition, mining industry is subject to price volatility and mainly relies on foreign investors. The macroeconomic situation recently improved, as the GDP growth is expected to raise between 6% and 8% in the next years (it growth by 6.6% in 2016) and the inflation rate should be moderate (6-8%). Guinea is going to sign a 3 years' program with IMF and different budget support programs (DPF) from the Bank are also planned. Guinea is part of ECOWAS but not of UEMOA, and the President Alpha Condé is also leading the African Union.

3. In contrast, Agriculture accounts for 20 % of GDP but employs a large part of the population, especially in the rural areas. It has been identified by the Government in the National Development Plan (PNDES 2016-2020) as the key sector for investments and promotion. Despite its high potential, the agricultural sector faces also many challenges related to low productivity (one quarter of that of Mali and one half of that of Senegal). This is due to the low use of fertilizers², agricultural machineries and basic irrigation system in rural areas and in the very low transport accessibility to market for rural products. Thus, Guinea imported for many years' rice from other countries just to recover its own nutrition needs.

B. Sectoral and Institutional Context

4. The transport of agricultural products mainly relies on the road network. Railways and waterways are rather used for the mining products. The agricultural products, when available, are transported to the market places in towns, cities and especially in the urban area of Conakry, which accounts for about one third of the population. Few products are exported to neighboring countries (Sierra Leone, Liberia, Ivory Coast, Mali, Senegal and Guinea-Bissau) or to international markets as the comparative advantage of Guinea is constrained by lower productivity, along with very low transport performances compared to other countries in the region. The network consists of about 43.500 kilometers of roads, of which a low amount is paved and about half of them in good or even fair condition³, and the situation has deteriorated over the last ten years, because of multiple crisis and there is an urgent need of road rehabilitation all around the Country. Recently the Government signed a framework agreement with China for about US\$20 billion to invest on infrastructure⁴. A first loan of about US\$650 million has been proposed to finance different infrastructure projects, including urban roads in Conakry, road rehabilitation and improvement between Coyah and Dabola, electricity connectivity, Conakry port investments and a new university.

5. The institutional context is the main challenge in implementing transport projects, as there is a general

¹ Guinea ranks 182 out of 188 in terms of Human Development Index.

² In the DPF operation under discussion, one measure concern the distribution of voucher to increase the use of fertilizers.

³ Only 25% of the road network is paved, which is very low compared to neighboring countries. Only 16% of paved road and 6% of unpaved road are in good condition.

⁴ The framework agreement would cover a period of 20 years and each specific agreement would be negotiated and approved by the Parliament. This information has been provided by the Government during the Annual Meeting (October 13-15, 2017) but the Bank and IMF didn't have access to the framework agreement condition to assess its viability for the Country.



lack of capacity and overlapping responsibilities between Ministries and governmental agencies. This is true also for rural roads, as they aren't clearly identified in the road classification⁵ and for which the Ministry of Public Works and the Ministry of Agriculture are sharing responsibilities. In 2017, a new classification has been proposed with the technical support of the European Union (EU) and the Bank is also involved in this discussion through a DPF operation to be delivered by the end of 2017⁶. The Ministry of Agriculture, through the Rural Engineering National Directorate (DNGR) is responsible for rural roads to date, and many development projects in the past and still now rely on its experience and presence at local level. There is also a lack of planning and financing capacity as: (i) the second-generation Road Fund (FER) insufficiently covers the road network maintenance needs⁷; (ii) setting up a Road Agency is foreseen, but not yet operational; and (iii) rural communities and local authorities should take over the ownership of the rural roads network, whereas they cannot properly benefit from Government's financial resources.

C. Relationship to CPF

6. **The Project is consistent with the Government's National Socio Economic Development Plan (PNDES 2016-2020)** which identifies among the drivers for a shared and inclusive economic growth: (i) the promotion of a sustainable and productive agriculture and (ii) the construction of reliable, sustainable and resilient infrastructure.

7. **The World Bank Systematic Country Diagnosis (SCD) approved in July 2017** recognizes the poor state of feeder (or rural) roads and the substantial need for rural road rehabilitation as a barrier for farmers to access markets. Those objectives will be enforced in the Country Partnership Framework CPF (2018-2021) currently under preparation and to be discussed by the end of 2017.

8. **The second core focus of the CPF is to accelerate rural and non-metropolitan development:** this would benefit the most vulnerable people among rural areas including women, girls, poor and uneducated people (65% compared to 32% in urban areas). The project would contribute to the CPF targets through a combination of investments in rural infrastructure focused on mobility and connectivity.

9. **The project would also bring operational synergies across the Bank Portfolio with the following investment operations supporting agriculture:** Guinea Agricultural Support Project (P148114), Guinea Integrated Agricultural Development Project (GIADP) (P164326), Guinea Agribusiness Development Project (P164184) and the Rural Roads Emergency Infrastructure Project (P156557)⁸. All these projects share common vision and objectives: (i) increase agricultural productivity; (ii) improve agricultural value chain; (iii) promote agricultural markets at domestic and regional level and; (iv) reinforce logistic and transport infrastructure for agricultural production. The rural mobility and connectivity project would complement this approach, by improving transport

⁵ Based on recent discussions, rural roads have been defined as community roads ("*routes communautaires*") and agricultural tracks ("*pistes agricoles*"), but beside this definition, there is no consensus as the mapping of the network is incomplete.

⁶ See the comparison table in annex.

⁷ The Road Maintenance Fund (Fonds d'Entretien Routier - FER) covers less than 20% of the estimated needs (200 million GNF over 1.2 billion GNF). A recent decree was approved to double the fuel levy. However, it is not yet implemented to avoid social unrest.

⁸ This project aims at building 6 bridges and 36 box culverts in the region of Guékédou and Macenta, as a quick response to the Ebola crisis in this region. The expected amount is 3M\$ and the implementation period should be short, through direct contracting.



connectivity for rural area in coordination with other projects.

10. **The project will also look for synergy and complementarity with other donors:** (i) the PAST program of the UE which currently supports transport sector reforms, including the new classification for roads, the establishment of the Road Agency and capacity building for the Ministry of Transports and Public Works; (ii) the UE and AfDB are involved in road rehabilitation on the Dakar-Conakry-Sierra Leone corridor⁹; (iii) China supported the rehabilitation of the road between Conakry and Coyah and it is now planning the improvement of the section Coyah-Kindia-Mamou; (iv) AFD (French cooperation) is executing a rural road project in Basse Guinée and Guinée Forestière; (iv) the Technical Belgian Cooperation (CTB) is also involved in agriculture business development in the region of Kindia and Mamou and (v) other donors (FIDA, BID, BADEA, etc.) have similar interventions planned. The rural mobility and connectivity project would consider all these projects to maximize the benefit and efficacy of its activities, regarding the complementarity between feeder roads and trunk roads for the transport of agricultural inputs and products.

11. **A new development transport corridor approach for West Africa has been also designed by a joint task force between the Transport and Trade and Competitiveness GPs.** This approach includes the assessment of international transit corridors including the Dakar-Conakry and Conakry-Bamako corridors. These corridors show high business potential in term of economic development but low traffic performances. The rural mobility and connectivity project, as well as other projects (SSATP urban transport initiative, urbanization review, mining ancillary infrastructure) would potentially support other Bank operations in Guinea and in the region.

PROPOSED DEVELOPMENT OBJECTIVES

A. Proposed Development Objectives

12. **The tentative Project Development Objective (PDO) is to improve and sustain rural road connectivity to markets and social services.** For that purpose, the Project will improve selected trunk and feeder roads in rural area to make remote agricultural production areas more accessible, connecting small holder farmers to markets and allow the use of input (fertilizer) to increase productivity. Consequently, it should attract private sector investment in agricultural values chains, and improve connectivity to regional corridors. Along with the Project, key structural reforms such as improving the funding mechanism for road maintenance, reducing market distortions in the transportation sector, or developing and implementing a comprehensive legal framework for the road sector, will be supported by the CPF (including through the upcoming Development Policies Operations) to maximize the impact of the Project.

13. **Gender.** Previous analysis show that women play a key role in the marketing of agricultural products. Consequently, they are likely to be one of the population segments that should benefit the most from the project. Women are well represented in the workforce and primarily in traditionally "female" agricultural jobs and in petty trade, and most of the production is transported to and sold in markets by women and girls. Improved connectivity and access would benefit all, but especially women. The maintenance mechanism for rural roads could also provide

⁹ This includes the Boké-Quebo link to Guinea Bissau, the rehabilitation of four colonial bridges on the Tanané river, and the road link between Conakry and Sierra Leone border. These operations also include the rehabilitation of some portions of rural roads.



a good opportunity for women and young people.

B. Key Results

14. The following indicators for the key results are under consideration:

- Number of people provided with an all-season reliable road (of which women and youths)
- Number of accessible health centers and schools
- Reduction of the travel time and affordable cost for agricultural products, services and inputs on selected improved roads;
- Improve rural road safety and security;
- Number of jobs created during project preparation and implementation (of which women and youth).

PROJECT CONCEPT

A. Concept Description

15. **The rural mobility and connectivity project aims at providing better physical access for rural population to markets and basic services (school, health care, etc.) in selected areas and to allow the use of input (fertilizers) to increase agricultural productivity.** It will support other agricultural projects in Guinea to maximize their benefits and efficacy. Thus, the selection of the Project areas and specific interventions would be designed in coordination with the Agriculture GP and other Bank or development partners.

Description	Preliminary amount (US\$ million)
<p>Component 1 – Rural Roads Rehabilitation works</p> <p><u>1.2 – Improvement of about 700 km of rural road and regional unpaved roads</u> The selection of road section to rehabilitate would be based on the results of the PASA-G project, which should provide by the end of FY18 the update rural road masterplan and feasibility studies (APS and APD) for road rehabilitation, including safeguards instruments. Complementary studies would be financed through the PPA.</p> <p><u>1.2 – Improve road access to basic services and rural facilities (water supply, schools, health centers, storage facilities)</u></p> <p><u>1.3 – Complementary studies (technical, safeguards, data collection/mapping)</u></p> <p>1.4 – Consultant services for works supervision</p>	30
<p>Component 2 – Institutional capacity building for maintenance and road safety</p> <p><u>2.1 Technical assistance to the ministries and agencies</u> Support the Government in strengthening the institutional environment around the Project, as well as facilitating a better coordination at national level between Ministries, implementing agencies, the national bureau of environmental and social management (BGEE), road fund, and decentralized government entities likely to intervene in the implementation of the project.</p> <p><u>2.2- Support community routine maintenance of road network</u></p>	8



Community maintenance mechanism for rural roads are now mainly ineffective or operational-limited ¹⁰ . The project anticipates to reactivate these mechanisms, proposing new arrangements based on the lessons learned from past experiences. It is also considered to rely on the Bank financed Village Community Support Project (PACV) to support the implementation and monitoring of such mechanisms. <u>2.3- Improve road safety in rural areas</u> Possible activities include (a) the identification of black spots on rural roads and implementation of mitigation measures (b) public awareness campaign, (c) equipment and law enforcement	
Component 3 - Project management Finance (a) operational costs for the PIU, (b) project management, monitoring and evaluation, social and environmental safeguards monitoring (c) citizen engagement and social inclusion activities (d) studies and Workshops/Capacity Strengthening (e) audits and (f) internship.	2
Component 4 – Immediate Response mechanism -Contingent Emergency Response (IRM-CERC) Following an eligible crisis or emergency, the Government may request the Bank to re-allocate project funds to support emergency response and reconstruction of rural roads. This component would draw from the uncommitted credits resources under the project from other project components to cover emergency response. This component has, by its nature, a zero funds allocation.	0
TOTAL	40
IDA (grant)	40
Project preparation advance (PPA) required?	yes

SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

Component 1 will consist to Improvement of about 700 km of rural road and regional unpaved roads. The selection of road section to rehabilitate would be based on the results of the PASA-G project.

B. Borrower’s Institutional Capacity for Safeguard Policies

At the time of the project identification, the institutional arrangement of the project was not decided. The National Rural Road Directorate (DNRR), within the Ministry of Agriculture and the Ministry of Public Works will be probably be involved in the project preparation. The DNRR has been responsible for rural roads development and worked already with the Bank, and other many donors (EU, AFD, AfDB, etc.) in the past. The Bank experience of the Ministry of Public Works remains new. After the institutional arrangement decision, the team will undertake an institutional capacity for safeguards policies assessment of the entity that will be proposed.

The preliminary assessment considers of the national system showed that:

¹⁰ During the identification mission, the Bank met in one village what remains from the initial mechanism: the people still maintain the rural roads on a semi-voluntary based (managed by the religious chief, the Muslim imam) but they don’t have any basic instrument (wheelbarrow, shovels, etc.) to perform the work.



(i)-Policy framework: Article 19 (3) of the constitution states that: "the People has the right to the preservation of his heritage, culture and of its environment ". Therefore, the environmental policy framework is rooted in the provisions of the Constitution. The Environment code was published on May 28, 1987. In November 8, 1989 the government published a Decree Regulating Impact Studies.

(ii)-Operationalization of policy framework: The national Environmental and Social Assessment and ESIA review process is under the responsibility of the Ministry of the Environment through the Guinean Bureau of Studies and Environmental Assessment (BGEEE). It is part of its functions to monitoring and preserving the quality of the environment and advising the Government on the environmental issues.

(iii)-Resourcing:In general, the ministry of environment and other state institutions in charge to handle environmental and social issues are poorly staffed. The number of skilled staffs within the Ministry of Environment remain limited. The preliminary assessment of BGEEE shows that they have skilled and diversified staffs.

The BGEEE received several trainings able to strengthen their capacity on ESIA and ESMPs monitoring. They are facing a real logistic shortage as they have only one functional vehicle for 4 technical departments. They have an equipped laboratory able to monitor noise, air quality, water quality and soil analysis.

(iv)-Practice/outcomes/track record: BGEEE archive system remains weak. Statistics are not published yet annually and archiving is done through manual incoming and outgoing mail system.

C. Environmental and Social Safeguards Specialists on the Team

- Cheikh A. T. Sagna, Social Safeguards Specialist
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D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	This policy is triggered as the project component 1 activities are expected to generate potential social and environmental risks and negative impacts. The negative impacts are expected to be moderate and mostly site specific with regards of the project scope. The project is category B. At the time of the project appraisal, only few kilometres out of the total 700 km of existing unpaved roads that will be rehabilitated by the project will be known. In addition the rural facilities that will be supported under subcomponent 1.1 will remain unknown before project appraisal Therefore, the borrower will prepare, review and disclose prior the project appraisal (i) an Environmental and Social Management Framework (ESMF) for the whole project that set forth the basic



		<p>principles and prerogative the project will follow during implementation to comply with the policy core requirements once the details footprints of the project intervention sites are known, and (ii) Specific ESIA for the known unpaved roads to be rehabilitated during the first year of implementation.</p>
Natural Habitats OP/BP 4.04	TBD	<p>The project location of the unpaved roads that will be rehabilitated by the project remain unknown. Even it is not anticipating that the project will support road sections that could threatened the natural habitats. The decision to trigger or not this policy will be taken once more information are available but before the project appraisal.</p>
Forests OP/BP 4.36	TBD	<p>The project location of the unpaved roads that will be rehabilitated by the project remain unknown, even it is not anticipating on impact the quality of existing forest. Nevertheless there could be re-planting of some trees that could be cut during roads rehabilitation. In any case, the ESMF will include relevant sections that will guide the tree planting. The decision to trigger or not this policy will be taken once more information will be available.</p>
Pest Management OP 4.09	No	<p>The project activities will not involve the use of chemical or non- chemical pesticides.</p>
Physical Cultural Resources OP/BP 4.11	Yes	<p>The unpaved roads sections rehabilitation will involve excavations and movement of earth. During the development of the ESMF physical cultural resources will be taken into consideration and baselines defined. The ESMF will include clear procedures that will be required for identification, protection of cultural property from theft, and treatment of discovered artifacts, and will be included in standard bidding documents. The ESMF will also provide procedures for handling with “chance finds” during implementation project activities. The ESMF will be prepared and disclosed prior project appraisal.</p>
Indigenous Peoples OP/BP 4.10	No	<p>The project areas are not hosting the Indigenous Peoples</p>
Involuntary Resettlement OP/BP 4.12	Yes	<p>The Proposed civil works during rehabilitation of selected road segments will very likely result in acquisition of land, loss of properties and asset or access to these assets leading or not to the physical resettlement of project affected people (PAP) with payment of compensation. To comply with policy requirement, the project will elaborate a resettlement policy framework (RPF) that set forth the basic</p>



principles and prerogative the project will follow during implementation to comply with the policy core requirements once the details footprints of the project intervention sites are known (i.e. if deem necessary, the preparation of site specific resettlement action plans- RAP).

Safety of Dams OP/BP 4.37	No	The project is not anticipating financing any activities related to new dam nor rely on existing dam.
Projects on International Waterways OP/BP 7.50	No	The project is not anticipating to finance new or rehabilitate irrigation schemes that could impact international waterways.
Projects in Disputed Areas OP/BP 7.60	No	The project does not intend to support roads rehabilitation in any disputes.

E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Jul 30, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

The of Terms of reference for the safeguards instruments preparation are expected to be submitted to the Bank by November 30, 2017. The final reports are expected by June 29, 2018

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APPROVAL

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