



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

Appraisal Stage | Date Prepared/Updated: 26-Mar-2018 | Report No: PIDISDSA23588



BASIC INFORMATION

A. Basic Project Data

Country Benin	Project ID P163560	Project Name Community and Local Government Basic Social Services Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 08-Mar-2018	Estimated Board Date 17-May-2018	Practice Area (Lead) Social Protection & Labor
Financing Instrument Investment Project Financing	Borrower(s) Republic of Benin	Implementing Agency Decentralized Community Driven Services Secretariat	

Proposed Development Objective(s)

The development objective of the project is to improve access to decentralized basic social services and social safety nets, and to strengthen the social protection system.

Components

Improving Decentralized Service Delivery
Social Safety Nets and SP Systems
Project Management

Financing (in USD Million)

Financing Source	Amount
International Development Association (IDA)	40.00
Total Project Cost	40.00

Environmental Assessment Category

B - Partial Assessment

Decision

The review did authorize the preparation to continue

Other Decision (as needed)



B. Introduction and Context

Country Context

Benin is a small West African country with a per capita income of US\$ 800 in 2016. Its total population is approximately 10 million and is growing at a rapid rate of 3.5 percent annually. Benin experienced a successful and peaceful democratic transition starting in the early 1990s, but despite relative political stability, significant agricultural potential, and a favorable geographic location, Benin remains a low income country.

In spite of moderate GDP growth of between 4 and 5 percent annually over the past two decades, and more robust growth recently, poverty remains widespread. According to the National Statistical Agency (INSAE), national headcount poverty rates have stagnated over the past decade, moving from 37.5 percent in 2006, to 35.2 percent in 2010 and 40.1 percent in 2015. Bank estimates of the \$1.90 per day poverty rate indicates rates of 61.4 percent in 2006, 48.5 percent in 2010 and 49.5 percent in 2015. Nationally, inequality in the distribution of household consumption has been moderately high but stable, with the Gini coefficient at 0.47 in both 2010 and 2015.

While progress has been made in recent years to improve access to basic services, Benin still faces large gaps in service coverage, especially in poor and remote areas. Twenty-two percent of the total population, and 28 percent of the rural population, lack access to an improved water source. Primary class sizes average 47 students and 33 percent of primary schools do not have toilets. Poor rural roads can significantly raise the time and cost to access health and education services and bring goods to markets.

Under President Patrice Talon, elected in March 2016, the Government of Benin has developed a Government Action Program (*Programme d'Actions du Gouvernement – PAG*) for the period 2016-2021. The PAG outlines 45 flagship projects as well as a number of priority projects for each ministry over the next five years. The flagship projects include a major new social protection initiative called Insurance for Strengthening Human Capital (*Assurance pour le Renforcement du Capital Humain – ARCH*). The PAG also aims to construct 6,000 classrooms at all levels of education including maternal, primary, secondary and tertiary and greatly expand access to potable water.

Sectoral and Institutional Context

Decentralization and basic service delivery. Decentralization is enshrined in Benin's constitution adopted in December 1990 and governed by a series of laws adopted in 1999 that define the legal and institutional framework for decentralization. According to these laws, Benin's 77 communes have the responsibility for the delivery of key basic services including primary education, health, water, local roads, and social assistance, among others. While communes are the sole decentralized entity with legal personality and financial autonomy, they are permitted to expand their ability to fulfill their responsibilities by delegating certain simple activities to community associations.

Other than a small number of urban communes, most communes have low levels of own revenues with which to finance development activities. FADeC, the Government's mechanism for transferring resources to communes, is therefore highly important in financing decentralized services. Financing for FADeC transfers is one of the priority expenditures in the PAG. FADeC's implementation manual describes the modalities for



communes to delegate implementation of certain simple activities financed through FADeC to community associations.

Benin has made significant progress in recent years in increasing the levels of resources flowing to communes through FADeC. Despite the growing resource flows, the capacity of communes to utilize FADeC funds to fulfill their mandates remains weak. According to the Ministry of Decentralization and Local Government (MDGL), the budget execution rates for communes averaged 50% in 2015 and 48% in 2016. Furthermore, while the procurement capacity of communes has improved in recent years with support from the Bank and other partners, most communes still do not fully adhere to national procurement procedures.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The development objective of the project is to improve access to decentralized basic social services and social safety nets, and to strengthen the social protection system.

Key Results

- 1) Students enrolled in schools constructed/rehabilitated under the project (number)
- 2) People in rural areas with access to an improved water source constructed/ rehabilitated under the project (number)
- 3) Beneficiaries of social safety net programs; of which female (number)
- 4) Beneficiaries of job-focused interventions; of which female (number)
- 5) Households in national social registry (number)

D. Project Description

The proposed operation, known as ACCESS (*Appui aux Communes et Communautés pour l'Expansion des Services Sociales*) in French, will consist of three components:

Component 1: Improving Decentralized Service Delivery (IDA US\$24 million)

This component aims to continue support for improving the delivery of basic services at the decentralized level in line with the PAG, which foresees continued support for decentralized services through the FADeC, and the PONADEC. It will support fiscal transfers to local governments (communes) to be used for investments that are included in their PDCs, as well as measures to improve their capacity and performance. Eligible expenditures will include investment projects in the areas of education, health, water, transport, and market infrastructure. The component will contribute to the PAG's emphasis on education by supporting classroom construction and to rural water supply by financing boreholes in remote communities where water is the community's highest priority. The project resources would be transferred to communes through the FADeC fiscal transfer system.

The majority of resources will be allocated to relatively simple community-level investments, the responsibility for implementation would be delegated by the communes to communities through the CDD approach. For more complex investments that deal with multiple villages, communes would retain responsibility for implementation. The component will continue the institutional capacity building support to strengthen the performance of the FADeC and to



ensure the necessary capacity is in place to supervise and mainstream decentralized service delivery including through the CDD approach. The main beneficiaries of support under this sub-component will include MDGL, CONAFIL, and communes.

Component 2: Social Safety Nets and SP Systems (IDA \$12.7 million)

This component will scale up a pre-existing safety nets program, but re-orient it to complement the ARCH initiative by adding accompanying measures (training and micro-entrepreneurial support) to encourage a sustainable improvement in beneficiaries' livelihoods. The component will also support the strengthening of social protection systems, including the national social registry.

As under the previous Community-Driven Decentralized Services Project (PSDCC), the safety nets program will be composed of two elements: i) a basic unconditional cash transfer to all targeted households, and ii) labor-intensive public works for the same households to provide the opportunity to earn an additional transfer during the agricultural lean season. Similar to component 1, communities will play an important role in implementation of component 2, ensuring citizen engagement. New accompanying measures covering training and micro-entrepreneurial support will aim to create synergies with ARCH to encourage lasting improvements in beneficiaries' livelihoods. Finally, the component will support the continued development of a national social protection platform that will serve multiple programs, including ARCH and ACCESS. The main activity will be support for a national household data collection exercise to populate the national social registry, as well as refinement of the already-established national targeting methodology for the poorest; support for other aspects of social protection systems including identification, grievance redress, and payment; and capacity-building.

Component 3: Project Management (IDA \$3.4 million)

The objective of this component is to support activities related to project management and coordination. This includes staff-related costs, equipment, vehicles, fuel, office space, and communications costs, and operating costs related to the procurement, supervision, auditing and evaluation of project activities.

E. Implementation

Institutional and Implementation Arrangements

The implementing arrangements will largely remain the same as those under PSDCC. The Ministry of Decentralization and Local Government (MDGL) will be responsible for the overall supervision and coordination of the Project.

The National Commission for Local Finances (CONAFIL), which is charged with administering FADeC and which operates under the aegis of MDGL, will take responsibility for transferring the grants to communes under sub-component 1.1 as well as for serving as the project's steering committee. CONAFIL will be responsible for (i) setting grant allocations for communes in line with criteria agreed between CONAFIL and the Bank; (ii) ensuring the timeliness, transparency and predictability of transfers from the Treasury to communes; (iii) signing sub-grant agreements with communes based on the template to be included in the Project Implementation Manual (PIM) to ensure that eligibility criteria for communes are met ; and (iv) monitoring and reporting on the



execution of funds by communes. CONAFIL's monitoring oversight of the funds transferred to communes will be bolstered by periodic technical, procurement and financial audits to verify the appropriate use of funds, and by financial controllers to be placed in each of the six Departments in the country. As the project steering committee, CONAFIL will also approve the project's annual work plan and budget.

The Secretariat for Decentralized Community Driven Services (SSDCC in French) under the oversight of MDGL will continue to take responsibility for implementing portions of component 1 (sub-components 1.2 and 1.3), all of components two and three, as well as for the technical quality of infrastructure under sub-component 1.1 and the fiduciary oversight of the overall Project. The Secretariat will monitor the implementation progress at the community level of subprojects, and coordinate the implementation of the safety net program. At the prefectural level, staff will assist prefectural officials to supervise project activities. Through sub-component 1.3, it will oversee community training and will provide support to communities through its network of community development agents. The SSDCC will support the MDGL to mainstream CDD, particularly in regard to training communities to engage in the CDD approach, and helping Ministries and communes to mainstream CDD in their operations. In addition to its Executive Secretary, the SSDCC will include financial management and procurement experts, grassroots management training expertise, expertise in safety nets, and monitoring and evaluation, civil engineering, safeguards, and communications functions. Well-performing staff from PSDCC will remain in order to ensure continuity; any vacancies will be filled competitively.

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

The physical project activities would be carried out in all communes of Benin and over four hundred local communities in Benin. Sub-projects would include construction of schools, health clinics, latrines, boutiques/market stalls/hangars, boreholes and the extension of existing small water supply systems, and rehabilitation of rural roads. Labor intensive public works are expected to include rural roads construction/rehabilitation, trash collection, upkeep of public spaces, and community-scale agriculture (including soil and water conservation). Other expected activities such as social safety nets cash transfers, capacity building, and technical assistance are not expected to have adverse social or environmental impacts.

G. Environmental and Social Safeguards Specialists on the Team

Abdoul Ganyi Bachabi Alidou, Environmental Safeguards Specialist
Gertrude Marie Mathilda Coulibaly Zombre, Social Safeguards Specialist



SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	The ESMF of the PSDCC, as it includes all activities of the proposed project, will be updated to cover this project. The sub-projects under component 1 will support the construction and rehabilitation of social and economic infrastructure such as schools, markets, small scale water infrastructure, road infrastructure, and health centers. These interventions have the propensity to trigger small scale and site specific environmental impacts that are manageable. At this stage of project preparation, the locations of these interventions are not known.
Natural Habitats OP/BP 4.04	No	The project activities would not result in any conversion or degradation of critical natural habitats.
Forests OP/BP 4.36	No	The project will not finance activities related to forest exploitation, harvesting, direct or indirect forest degradation, and increased access to forest. Community initiatives to replant trees may be supported.
Pest Management OP 4.09	Yes	The project will not finance acquisition transport, distribution, storage or use of pesticides or similar chemicals that could threaten environmental and human health. The ESMF will have a dedicated section on pest management. Where relevant, the project will aim to promote sustainable farming techniques.
Physical Cultural Resources OP/BP 4.11	Yes	The ESMF will stipulate that if physical cultural resources are found during civil works, a "chance find procedure" will apply in accordance with national regulation and OP/BP 4.11.
Indigenous Peoples OP/BP 4.10	No	There are no indigenous people in the project intervention areas.
Involuntary Resettlement OP/BP 4.12	Yes	Under component 1, sub-projects will support the rehabilitation and construction of social and economic infrastructure such as schools, markets, small scale water infrastructure, secondary roads and health centers. These activities could lead to restriction of access to assets or sources of livelihood and they could also entail some acquisition of land and/or losses of assets and thus the OP 4.12 is triggered. The selection of



communities will only be known after the start of the project following selection on the basis of an index created by the national statistics institute. Therefore, the project will build upon the RPF of the PSDCC, which will be updated, consulted upon and disclosed prior to appraisal. During project implementation, the policy framework will provide the roadmap for preparing Resettlement Action Plans as necessary.

Safety of Dams OP/BP 4.37	No	The project will not finance dam works or activities associated to existing dams.
Projects on International Waterways OP/BP 7.50	No	The project will not finance activities that will interfere with international watercourses; either in terms of water withdraw or discharge of pollutants.
Projects in Disputed Areas OP/BP 7.60	No	The project intervention areas are not under dispute.

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 project may have small scale and site-specific environmental and social impacts under Components 1 and 2, and is consequently rated as a Category B project. For component 1, it is estimated that the majority of the financing of subprojects will be for the construction and rehabilitation of physical infrastructures and other tangible assets such as schools, markets, small scale water infrastructure, roads and health centers. Activities under component 2 are expected to include labor-intensive public works in the areas of rural roads construction/rehabilitation, trash collection, upkeep of public spaces, and community-scale agriculture (including soil and water conservation). These interventions have the possibility to trigger small scale and site specific environmental impacts that are manageable. The ESMF states that if physical cultural resources are found during civil works, a "chance find procedure" will apply in accordance with national regulation and OP/BP 4.11. These activities could also lead to restriction of access to assets or sources of livelihood and they could also entail some acquisition of land and/or losses of assets and thus OP 4.12 is triggered. The impacts are expected to be minimal, site-specific and manageable at an acceptable level. At this stage of project preparation, the locations of these interventions are not known.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:
No irreversible or long term impacts are expected as a result of this intervention.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.
No other project alternatives were considered given that the impacts were considered small and reversible.

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.



Since project activities will follow approaches similar to those under the ongoing Decentralized Community-Driven Services Project (PSDCC), the Government has adapted the Resettlement Policy Framework (RPF) and ESMF of the PSDCC for this project. Consultations were held from January 22-25, 2018 on the RPF and ESMF for this project, and the documents were subsequently finalized and disclosed in-country and by the Bank.

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

Key stakeholders include direct and indirect project beneficiaries, communities benefitting from community service sub-projects, relevant government agencies and ministries, agencies involved in the execution of the project, civil society and the Village Development Associations. These stakeholders were consulted in from January 22-25, 2018 prior to the disclosure of the ESMF and RPF.

B. Disclosure Requirements

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank 16-Mar-2018	Date of submission for disclosure 23-Mar-2018	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
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"In country" Disclosure

Benin
26-Mar-2018

Comments

Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank 23-Mar-2018	Date of submission for disclosure 23-Mar-2018
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"In country" Disclosure

Benin
26-Mar-2018

Comments

Pest Management Plan

Was the document disclosed prior to appraisal?	Date of receipt by the Bank	Date of submission for disclosure
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Yes	16-Mar-2018	23-Mar-2018
<p>"In country" Disclosure Benin 26-Mar-2018 Comments</p> <p>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:</p> <p>C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)</p> <p>OP/BP/GP 4.01 - Environment Assessment</p> <p>Does the project require a stand-alone EA (including EMP) report? Yes</p> <p>If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report? Yes</p> <p>Are the cost and the accountabilities for the EMP incorporated in the credit/loan? Yes</p> <p>OP 4.09 - Pest Management</p> <p>Does the EA adequately address the pest management issues? Yes</p> <p>Is a separate PMP required? No</p> <p>If yes, has the PMP been reviewed and approved by a safeguards specialist or PM? Are PMP requirements included in project design? If yes, does the project team include a Pest Management Specialist? NA</p> <p>OP/BP 4.11 - Physical Cultural Resources</p> <p>Does the EA include adequate measures related to cultural property? Yes</p> <p>Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property? Yes</p>		



OP/BP 4.12 - Involuntary Resettlement

Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared?

Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

Yes

The World Bank Policy on Disclosure of Information

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

Yes

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

Yes

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

Yes

Have costs related to safeguard policy measures been included in the project cost?

Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

Yes

CONTACT POINT

World Bank

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Borrower/Client/Recipient



Republic of Benin

Implementing Agencies

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APPROVAL

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