



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

Appraisal Stage | Date Prepared/Updated: 04-Jun-2018 | Report No: PIDISDSA24408



BASIC INFORMATION

A. Basic Project Data

Country Congo, Democratic Republic of	Project ID P163962	Project Name Productive Inclusion Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 04-Jun-2018	Estimated Board Date 10-Jul-2018	Practice Area (Lead) Social Protection & Labor
Financing Instrument Investment Project Financing	Borrower(s) Democratic Republic of Congo	Implementing Agency Social Fund of the Democratic Republic of Congo, Ministry of Social Affairs	

Proposed Development Objective(s)

The project development objective is to establish the core building blocks of a safety net system and improve the access of poor households to productive safety nets interventions.

Components

- Institutional capacity and systems building
- Community-Based Cash-for-Work
- Cash Transfers
- Livelihood and Human Development Support

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	200.00
Total Financing	200.00
of which IBRD/IDA	200.00
Financing Gap	0.00

DETAILS

World Bank Group Financing



International Development Association (IDA)	200.00
IDA Credit	200.00

Environmental Assessment Category

B-Partial Assessment

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country Context

Despite its tremendous wealth in natural resources and its potential for economic development, the Democratic Republic of Congo is one of the poorest countries in the world. The per capita gross domestic product (GDP) in 2017 was at US\$432, almost a quarter of the Sub-Saharan Africa average (US\$1,467). The country has gone through a period of significant growth in 2010–2015, with an average GDP growth rate of 7.5 percent. However, the trend has recently slowed down. It is estimated that the slowdown in economic growth in 2016 led to a decrease in real per capita GDP, with negative consequences for poverty reduction. Growth has recently picked up again as projected, with rising commodity prices and increased activities in the extractive sector, but at a lower rate than previously anticipated.¹ Although poverty is currently decreasing, it remains widespread and was estimated at 73.3 percent in 2017. The pace of poverty reduction is also significantly slower than that experienced in other countries in the region.²

Overall, economic inequality seems to be declining. However, large portions of the population remain trapped in extreme poverty with little hope that their living conditions will improve in the near future. The Democratic Republic of Congo contributes the second largest number of extreme poor in Sub Saharan Africa after Nigeria. The extreme poverty rate according to the international threshold of \$1.90 per day is at 76 percent. In the provinces considered for the proposed intervention (Kwango, Kwilu, Mai-Ndombe, Mongala, North and South Ubangi), this rate ranges from 88 percent to 96 percent. Access to basic services remains unequal, which exacerbates rural/urban divides and the exclusion of large segments of society. Multi-dimensional poverty rates are above 90 percent for Mongala and Sud Ubangi, above 80 percent of Kwilu, Mai-Ndombe and Kwango, and at 78 percent in North Ubangi (all above national average of 76 percent).

¹ *Jobs Diagnostics*, World Bank, 2016.

² *Jobs Diagnostics*, World Bank, 2016.



Employment opportunities as well as prospects to increase productivity and earnings are limited. As indicated in the Jobs Diagnostic conducted in 2016, agriculture remains the largest employment sector, accounting for almost three-quarters of the total labor force. Jobs tend to be informal, often for subsistence and with low value added per worker. Rural workers, particularly youth, end up underemployed and find migration to urban areas enticing (in certain areas, membership in armed groups is also seen as an alternative to underemployment). On the other hand, urban areas have been unable to accommodate a growing number of workers—particularly women—into slowly expanding waged jobs and urban dwellers represent an estimated 83 percent of the unemployed. Rapid population increase, insufficient macroeconomic growth, and unbalanced sectoral development have combined to push a great many working-age people into the informal sector, which accounted for 81.5 percent of employment in 2015.

Considerable human development challenges remain, despite some improvements. The Democratic Republic of Congo ranked 176 among 188 countries on the 2016 Human Development Index. Life expectancy at birth was estimated at 58.7 in 2014 (5.1 years higher than in 2005), while the maternal mortality ratio of 846³ per 100,000 live births in 2014 (from 549 in 2007) was among the highest in the world; and the child mortality rate of 86.1 per 1,000 live births in 2013 (from 104.9 in 2005) was higher than the Sub-Saharan Africa average of 83 per 1,000. The gross enrollment ratio for primary education improved from 93 percent in 2005 to 107 percent in 2014, but retention and achievement of learning outcomes remain challenging and there are an estimated 7 million children out of school. Access to health, nutrition, and early stimulation/learning opportunities for young children is inadequate.

Congolese women face significant challenges in overcoming monetary and non-monetary poverty with gender-based violence (GBV) representing a major barrier to their full engagement in social and economic life. Gender-based discrimination is notable in all spheres of life—education, health care, economic activity, legal status, land tenure, property ownership, inheritance practices, and decision-making authority—leaving women more vulnerable. For instance, the female ratio in secondary education, at 0.62 in 2013, is lower than the average of 0.77 in low-income countries; women are considerably less likely than men to own property or land, own a business, or have a bank account, and even though laws prohibit discrimination in pay and employment, women are paid less than men for identical work.⁴ Over half of all women ages 15–49 (52 percent) reported experiencing physical violence at least once since the age of 15, while 27 percent have experienced sexual violence.⁵ By comparison, the global average prevalence rates for violence against women (physical or sexual) ages 15–49 is estimated by the World Health Organization (WHO) at 35.6 percent and the regional (Africa) average is 37.7 percent.⁶

Traditional coping mechanisms have been stretched to the limit as a result of widespread and extreme poverty, years of conflict, and high levels of vulnerability to shocks. Decades of impoverishment as well as violence, widespread human rights abuse, and large-scale displacements resulting from conflict have caused tremendous suffering and a deterioration of the social fabric, overburdening or breaking up families and traditional social safety nets. In particular, as of January 2018, North and South Ubangi have been hosting an estimated 200,000 refugees fleeing insecurity in the neighboring Central African Republic.

³ Demographic and Health Survey (2013–2014).

⁴ *Women, Business, and the Law 2016: Getting to Equal*, World Bank, 2016.

⁵ Of which, 16 percent in the last 12 months. Demographic and Health Survey 2014.

⁶ WHO (World Health Organization). 2013. *Global and Regional Estimates of Violence against Women: Prevalence and Health Effects of Intimate Partner Violence and Non-Partner Sexual Violence*. Geneva, WHO.



In addition, the recent onset of an ebola virus epidemic in the Equateur Province, which is contiguous to Mongala and Mai-Ndombe, could have a devastating impact on lives and livelihoods. Although the population faces a wide range of risks, an almost complete lack of formal risk management mechanisms leaves individuals extremely vulnerable to becoming—or remaining—poor. Some of these risks are found throughout Africa, but many are almost unique to the Democratic Republic of Congo (for example, volcanic eruptions) or found at much higher levels than elsewhere (for example, GBV and ethnic conflict).

The World Bank has financed various social protection interventions since 2000. These IDA-funded grants primarily supported community-driven development activities to improve access to basic socioeconomic infrastructures for poor populations in a post-conflict context. Most recently, the Eastern Recovery Project (*Stabilisation de l'Est pour la Paix*, STEP, of US\$129 million) has made significant investments in a cash-for-work (CFW) program and has offered sustainable livelihoods support to increase consumption and build the resilience of poor households, but still in a post-conflict context. Lessons learned from STEP have informed the design of the proposed intervention. The present project is the first Bank-funded social protection operation that will make a stride towards building systems to facilitate the delivery of safety net interventions, while strengthening the capacity of key government actors with the mandate for social protection. The Productive Inclusion Project (PIP) will also expand the coverage of the CFW opportunities provided under STEP and to be provided under the new Kasai Emergency Project to some additional provinces. Intensive policy dialogue on non-contributory social protection supported by the Rapid Social Response (RSR) Fund⁷ has paved the way for the proposed activities.

Sectoral and Institutional Context

Findings from the 2015 Safety Nets Assessment indicate that current social protection programs, including are fragmented, inefficient, and do not yet respond adequately to the needs of the chronic poor and most vulnerable. Social insurance focuses essentially on formal workers and therefore covers only 11 percent of the population; benefits are often considered insufficient and may take a long time before being available to subscribers. Noncontributory services are provided to vulnerable populations. They span across the sectors of education, health, civil protection, natural disaster mitigation, employment, social security, and rural development. Four main types of programs are implemented: (a) LIPW, (b) fee exemptions, (c) cash transfers primarily linked to humanitarian interventions, and (d) in-kind transfers consisting primarily of school feeding and food aid, particularly in conflict zones. Holistic support is also provided to specific categories of vulnerable groups, including orphans and vulnerable children and disabled populations. The coverage of these services is extremely low and the unit cost for delivering them is often high. For example, only about 4.5 million people receive some sort of nutritional assistance against 28 million people suffering from food insecurity. There is no national system in place to identify vulnerable individuals, coordinate efforts, and monitor quality and results. In regards to Climate Change, a stronger legal, institutional, and regulatory framework is necessary to encourage and support the adaptation process in specific regions and sectors that are likely to be impacted; and a systematic data collection effort is needed to inform regular vulnerability and risk assessments. This will be important to further research relationships between basic climate stressors (e.g., increased temperature, rainfall) and important sectors, as well as inform the mainstreaming of adaptation measures into social protection

⁷ RSR is supported by Australia, Norway, the Russian Federation, Sweden, and the United Kingdom.



interventions. International and bilateral agencies (including the World Food Programme, the United Nations Children’s Fund [UNICEF], the United Nations Office for Project Services, the World Bank, the U.K. Department for International Development, the U.S. Agency for International Development [USAID], and the Belgian Technical Cooperation) and various nongovernmental organizations (NGOs) play a crucial role in the financing and implementation of social safety net-type activities, which vary widely in terms of coverage, generosity, and performance.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The project development objective is to improve the access of poor households to productive safety nets interventions and establish the core building blocks of a safety net system.

Key Results

- Social safety net program beneficiaries (number of individuals), of whom % women (Core Results Indicator)
- Targeted households who invest in productive assets (percentage)
- Beneficiaries registered in the social database, as a measure of a systematic approach (number of households)
- Share of safety net beneficiary households living under the poverty line, as a measure of efficient targeting (percentage)

D. Project Description

The project sets out to address three key constraints to poverty reduction: (a) limited earnings and low productivity for poor populations, (b) deficiencies in the early years that negatively impact prospects for human capital development and future earnings, and (c) limited capacity to deliver social protection services effectively. This will be achieved through four components:

Component 1: Institutional Capacity and System Building. This component will support government efforts to implement its SP policy and strategy. These documents articulate the government’s vision to expand the coverage of effective social protection programs to the poorest and most vulnerable by 2030. This entails establishing SP systems, scaling up the coverage of SP programs and improving their quality, as well as building the institutional framework, developing coordination mechanisms and strengthening capacities in SP. Project management costs will also be financed under this component.



Component 2: Community-Based CFW Program. This component will draw on the extensive experience of World Bank-funded projects with CFW in the Democratic Republic of Congo, particularly through the Eastern Recovery Project. It will provide CFW opportunities to poor households with the aim to increase their income, support them in developing sustainable productive activities, and rehabilitate socioeconomic infrastructures for the community at large. Labor intensive investments that can boost productivity for the whole community will be prioritized.

Component 3: Cash Transfers. This component will support the implementation of a prototype unconditional cash transfer program. More specifically, the component will finance: the wage transfers for the beneficiaries; administrative costs of the service providers; costs associated with registering, targeting, and paying the beneficiaries; and communication and sensitization campaigns related to the cash transfers. Chronically poor and nutritionally insecure households with pregnant women or children 0-2 years of age will be supported in an effort to build their resilience and reduce risks of malnutrition of their young children.

Component 4: Livelihood and Human Development Support. This component will finance the design and delivery of a basic package of accompanying measures, which will be offered to all safety net beneficiaries. IDA will support the costs associated with (a) the preparation and delivery of training modules, (b) communication and sensitization campaigns related to the accompanying measures, and (c) administrative costs of implementing partners/service providers. These measures will be of two types: (a) 'economic' measures supporting sustainable livelihoods, and (b) 'social' measures for human capital development.

E. Implementation

Institutional and Implementation Arrangements

Implementation arrangements have been tailored by component, to build on the competitive advantage of different actors within the operational context of each component.

Overall oversight of the project will rest with a multi-sector Steering Committee, formed by the Council of the National Program for Social Protection (PNPS), plus a representative of the Social Fund and of each of the provincial governors concerned. The committee will not have any fiduciary or operational functions, but it will review and approve the annual work program and budget as well as ensure that the activities of the project are consistent with national policies. The PNPS staff would act as Secretariat to the Committee, organize regular coordination meetings between the Social Fund and the PIU of MINAS, and carry out spot checks.

Components 1, 3 and 4 will be implemented by a Project Implementation Unit anchored in the Ministry of Social Affairs. An NGO will be recruited for the execution of component 4.

Component 2 will be under the responsibility of the FSRDC, which will provide both technical and fiduciary management (it will have a separate Designated Account). The FSRDC is an autonomous public organization under the Presidency, created in 2002 to improve the living conditions of the poor.



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

Project activities would be limited to select territories within a list of provinces that will include: Kwango, Kwilu, Mai-Ndombe, Mongala, and potentially North and South Ubangi (still under discussion). The Labor intensive public works component is expected to focus on both urban and rural areas, while the cash transfer component will be primarily rural.

G. Environmental and Social Safeguards Specialists on the Team

Grace Muhimpundu, Social Safeguards Specialist

Aurelie Marie Simone Monique Rossignol, Environmental Safeguards Specialist

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	Activities to be financed under component 2 such as rural road rehabilitation, other investments in urban areas (such as street and ditch cleaning and garbage collection) and activities protect/develop agricultural land , may have potential negative environmental and social impacts. The exact locations of investments are not known yet, as specific criteria to conduct geographical targeting are still being developed. Therefore, an Environmental and Social Management Framework (ESMF) has been prepared during project preparation, and will be consulted upon and disclosed in the country prior to Board appraisal. The ESMF provides guidance on managing environmental and social risks related to the implementation of activities with specific attention to Labor Influx, environment health and safety (EHS) issues, and worker condition during road rehabilitation. Moreover, a specific chapter on waste management is included in the ESMF to address sanitation issues under component 2.
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	Yes	Though the exact location for investments is not known yet, activities such as road rehabilitation in



		rural areas may have potential negative impacts on natural habitats. Therefore, the policy is triggered. Provisions on how to manage negative impacts on natural habitats are included in the ESMF.
Forests OP/BP 4.36	Yes	As Mai-Ndombe provinces are high-forested zones, the project activities such as road rehabilitation may have potential negative impacts. Therefore, the policy is triggered. Specific provisions are included in the ESMF.
Pest Management OP 4.09	Yes	As in rural areas the main economic activity is agriculture, cash transfers may be used to invest in that field. As a result, a section on agricultural good practices is included in the ESMF.
Physical Cultural Resources OP/BP 4.11	Yes	In anticipation of the potential impacts on Physical Cultural Resources during project implementation, in particular, during activities related to road rehabilitation, and other infrastructure that require excavation, physical cultural Resources are integrally part of the ESMF. "Chance finds" should be part of every civil work contract, even where risks are deemed low.
Indigenous Peoples OP/BP 4.10	Yes	Activities will mainly take place in urban and peri-urban areas, however, some activities will also take place in rural areas. Therefore the policy is triggered as Indigenous Peoples are found in rural areas of the intervention provinces (Mongala and Kwilu). The project has prepared an Indigenous Peoples Policy Framework (IPPF). The instrument(s) will be publicly disclosed and on the World Bank external website prior to appraisal. During the IPPF preparation, free prior and informed consultations were conducted with the IP groups in select areas. Additionally, the project will collaborate with the different Bank-funded projects supporting IP groups to consolidate efforts and avoid duplication, as well as apply lessons learned.
Involuntary Resettlement OP/BP 4.12	Yes	The policy is triggered for activities that may induce land acquisition under component 2 (Productive Cash for Work). Given that sub-projects/activities under the component will be determined during project preparation based on consultations with key stakeholders, it is difficult to assess the impact at



this stage. The project wil prepared a Resettlement Policy Framework (RPF) to mitigate any negative impacts. The instrument will be publicly disclosed and on Infoshop prior to board.

Safety of Dams OP/BP 4.37	No	The project does not involve dams.
Projects on International Waterways OP/BP 7.50	No	The project does not involve international waterways.
Projects in Disputed Areas OP/BP 7.60	No	The project will not intervene is disputed areas.

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

Overall, there are no major negative environmental and social impacts expected from the proposed project as the proposed activities mainly deal with accompanying measures and cash transfers to poor households. Activities to be financed under Component 2 such as rural road rehabilitation, soil protection and other investments in urban areas, may have potential minor negative environmental impacts. In addition, because not all households in a given community will directly benefit from the project, the project may create some degree of social tension.

From the perspective of social safeguards, possible negative impacts could be envisaged for Component 2 where physical works might cause temporary disruption to the economic activities of people living along the rural roads that will be rehabilitated or in the proximity of the semi-urban and urban areas where works will take place. Among the provinces selected, there is a presence of indigenous people in the provinces of Mongala and Mai Ndombe. As the specific sites for implementation are yet to be determined, the project has prepared the following social safeguards instruments: An Environmental and Social Management Framework (ESMF), a Resettlement Policy Framework (RPF), and an Indigenous People Policy Framework (IPPF).

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

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts. The technical studies to be conducted as part of the identification process will ensure to propose activities which would have the least impact on land, forests, natural habitats, etc.

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. To mitigate the environmental impacts, the project has prepared an ESMF. This document will be consulted upon and disclosed in the country prior to Board appraisal. The ESMF provides guidance on managing environmental and social risks related to the implementation of activities with specific attention to Labor Influx, environment health and safety (EHS) issues, and worker condition during road rehabilitation. As regards sanitation works, a chapter on waste management is included in the ESMF . The ESMF also includes guidelines for good practices in the event cash transfers



are directed to small agriculture. Specific safeguards instruments (ESMP or simplified ESIA) will be prepared for certain activities if required by the results of the screening process.

To manage risks of social tension related to the targeting, a communication campaign will be conducted to explain to both local authorities and the population at large the objectives and procedures of the project. GRMs are proposed in the safeguards instruments to manage grievances related to the implementation of project activities. These GRMs have been harmonized with the to project level to manage overall project-related grievances.

In order to ensure that capacity needs are met, the FSRDC will hire two additional safeguards staff, one environmental and one social safeguards staff to implement the environmental and social measures as agreed in the safeguards instruments. The Client together with the support of the Bank, will ensure that the safeguards specialists and PIU are adequately trained on safeguards implementations (building on the capacity efforts conducted by the safeguards team in the CMU).

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 are the beneficiary communities, households, individuals, indigenous Peoples Communities, Community chiefs, NGOs, development partners and local government administrations who have a strong interest in maximizing the projects impacts. Multiple consultations were held in the Provinces with the abovementioned stakeholders during the preparation of the project safeguards instruments. The comments, suggestions and recommendations were included in the ESMF, IPPF, and RPF that were finalized and will be disclosed prior to Appraisal.

B. Disclosure Requirements

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank 07-May-2018	Date of submission for disclosure 31-May-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

Congo, Democratic Republic of
04-Jun-2018

Comments

Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank 07-May-2018	Date of submission for disclosure 14-May-2018
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"In country" Disclosure



Congo, Democratic Republic of
31-May-2018

Comments

Indigenous Peoples Development Plan/Framework

Date of receipt by the Bank

07-May-2018

Date of submission for disclosure

14-May-2018

"In country" Disclosure

Congo, Democratic Republic of
31-May-2018

Comments

Pest Management Plan

Was the document disclosed prior to
appraisal?

Date of receipt by the Bank

Date of submission for disclosure

"In country" Disclosure

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

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

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)

OP/BP/GP 4.01 - Environment Assessment



Does the project require a stand-alone EA (including EMP) report?

If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report?

Are the cost and the accountabilities for the EMP incorporated in the credit/loan?

OP/BP 4.04 - Natural Habitats

Would the project result in any significant conversion or degradation of critical natural habitats?

If the project would result in significant conversion or degradation of other (non-critical) natural habitats, does the project include mitigation measures acceptable to the Bank?

OP 4.09 - Pest Management

Does the EA adequately address the pest management issues?

Is a separate PMP required?

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?

OP/BP 4.11 - Physical Cultural Resources

Does the EA include adequate measures related to cultural property?

Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property?

OP/BP 4.10 - Indigenous Peoples

Has a separate Indigenous Peoples Plan/Planning Framework (as appropriate) been prepared in consultation with affected Indigenous Peoples?

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

If the whole project is designed to benefit IP, has the design been reviewed and approved by the Regional Social Development Unit or Practice Manager?

OP/BP 4.12 - Involuntary Resettlement



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

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

OP/BP 4.36 - Forests

Has the sector-wide analysis of policy and institutional issues and constraints been carried out?

Does the project design include satisfactory measures to overcome these constraints?

Does the project finance commercial harvesting, and if so, does it include provisions for certification system?

The World Bank Policy on Disclosure of Information

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

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?

All Safeguard Policies

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

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

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

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

CONTACT POINT



World Bank

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APPROVAL

Task Team Leader(s):	Fanta Toure
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Approved By

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Practice Manager/Manager:	Jehan Arulpragasam	04-Jun-2018



Country Director:	Jean-Christophe Carret	04-Jun-2018
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