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

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Concept Stage | Date Prepared/Updated: 22-Nov-2018 | Report No: PIDISDSC25999



**BASIC INFORMATION**

**A. Basic Project Data**

|  |   |  |  |
|--|---|--|--|
| Country<br>South Sudan                               | Project ID<br>P169274   | Parent Project ID (if any)               | Project Name<br>South Sudan Safety Net Project (SSSNP) (P169274) |
| Region<br>AFRICA                                     | Estimated Appraisal Date<br>Dec 18, 2018                          | Estimated Board Date<br>Feb 14, 2019     | Practice Area (Lead)<br>Social Protection & Labor                |
| Financing Instrument<br>Investment Project Financing | Borrower(s)<br>United Nations Office for Project Services (UNOPS) | Implementing Agency<br>UNOPS South Sudan |  |

**Proposed Development Objective(s)**

Provide access to income opportunities to the poor and vulnerable households and strengthen safety net delivery systems.

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

|                           |       |
|---------------------------|-------|
| <b>Total Project Cost</b> | 40.00 |
| <b>Total Financing</b>    | 40.00 |
| <b>of which IBRD/IDA</b>  | 40.00 |
| <b>Financing Gap</b>      | 0.00  |

**DETAILS**

**World Bank Group Financing**

|   |       |
|---|-------|
| International Development Association (IDA) | 40.00 |
| IDA Grant                                   | 40.00 |

Environmental Assessment Category  
B - Partial Assessment

Concept Review Decision



## B. Introduction and Context

### Country Context

- 1. The nearly five-year conflict in South Sudan has significantly eroded the country's development potentials, worsened the humanitarian situation, and deepened vulnerabilities.** Hundreds of thousands of people have lost their lives, over four million people were displaced (close to two million internally and about 2.5 million seeking refuge in neighboring countries), with women and children facing immediate risks of violence, displacement, hunger and life-threatening diseases. Around six million people, a little over half the population, are now estimated to be severely food insecure,<sup>1</sup> making South Sudan one of the most food insecure countries in the world.
- 2. The on-going economic crisis has also exacerbated already tenuous poverty and macroeconomic indicators.** Annual inflation reached alarming triple digit levels to about 650 percent in September 2017,<sup>2</sup> and the spread between the official and the parallel market exchange rates remains wide, despite the recent exchange rate appreciation. The economy is projected to further contract by 3.5 percent in FY 2018, following the contraction of about 6.9 percent in FY 2017. The incidence of poverty<sup>3</sup> has worsened from 44.7 percent in 2011 to about 82 percent in 2016,<sup>4</sup> with a corresponding increase in the depth of poverty.
- 3. There is now hope that the situation on the ground would improve with the signing of the new peace treaty and expectations of improved oil revenue.** On September 12, 2018, President Salva Kiir and First Vice President Riek Machar signed a peace deal officially ending the conflict. The deal, mediated by Sudan and signed in Addis Ababa, reinstated Machar in his former role as vice president and comes two weeks after a peace deal was officially agreed between the government and rebel groups. In addition, the Government of Republic of South Sudan (GRSS) expects to resume full oil production of 350,000 barrels per day by mid-2019, as production has recently been restarted in the five oil fields that have been shut down since December 2013 due to the conflict.

### Sectoral and Institutional Context

- 4. Formal social protection in South Sudan takes the form of non-contributory safety net support and is almost exclusively financed by donors as humanitarian food assistance.** There are a number of projects by development partners which are providing safety net support to poor and vulnerable households in South Sudan. Key ones include the Building Resilience Through Asset Creation and Enhancement (BRACE) II funded by the UK's Department for International Development (DFID) and the Food for Asset (FFA) and Cash for Work (CFW) funded by the WFP.
- 5. The World Bank has been supporting the Government's efforts to address vulnerabilities, strengthen resilience, and promote inclusion and equity through the Safety Net and Skills Development Project (SNSDP).** The project focuses on systems building and public works, and is being implemented by the Ministry of Agriculture and Food Security (MAFS) through an NGO partner – Action African Help International – and UNOPS. To date, the project has reached close to 300,000 individuals in about 52,000 poor and vulnerable beneficiary households, of which around 72

<sup>1</sup> World Food Programme. 2018. "WFP South Sudan Crisis- Situation Report #227," Rome.

<sup>2</sup> World Bank. 2018. "South Sudan Economic Update," Washington, D.C

<sup>3</sup> Based on the \$1.90 2011 PPP poverty line.

<sup>4</sup> World Bank. 2018. "South Sudan Economic Update," Washington, D.C



percent are women and 30 percent are IDPs and has provided them with nearly US\$ 6 million in wages for participation in public works. There have been 175 public works activities completed, and an additional 497 public works activities are in progress. In addition, trainings in financial literacy and WASH have been provided to approximately 12,000 households. Basic operational tools have been developed for improved governance and accountability of implementation. Lastly, coordination and oversight structures within local governments have been established, which could serve as the initial pillar of a coherent national social protection system.

**6. The SNSDP has not only improved the lives of the beneficiaries but has also been invaluable in strengthening community cohesion and social unity.** Cash transfers have increased purchasing power for basic necessities such as food, clothes, and medicines, as well as home improvements. This has also allowed households to pay for school fees and uniforms, and thereby has likely contributed to improved education outcomes. Enhanced community assets, such as better road networks and drainage systems, have contributed to increased access to services and mobility, as well as reduced crime and incidents of communicable diseases. In addition, WASH trainings have led to better health outcomes. Moreover, cash transfers, coupled with financial literacy trainings, have also empowered beneficiaries to engage in small scale income generating activities. Beneficiaries in rural areas have been engaged in small scale agricultural activities, which is expected to contribute to enhanced food security. Most importantly, engagement in public works has provided a platform for greater interaction and dialogue in Juba, contributing to local level peace building and stabilization efforts by creating a sense of unity and social cohesion among the diverse ethnic groups.

**7. Despite the support provided through the SNSDP, Government capacity to implement an effective social protection and safety nets program in South Sudan nonetheless remains limited.** Consequently, it has now been agreed that the World Bank would provide financing, in the form of an IDA Grants, directly to UN agencies, international NGOs or humanitarian organizations. In the social protection sector, the South Sudan Safety Net Project (SSSNP) is being proposed to continue providing safety net support, building on the results achieved and lessons learned from the SNSDP.

**8. In recognition, the GRSS has contracted third party organizations to implement the SNSDP.** These include Action Africa Help-International (AAH-I) in Juba and United Nations Office for Project Services (UNOPS) in Torit and Kapoeta East Counties in Eastern Equatorial State, Bor and Pibor Counties in Jonglei State, and Tonj South and Gogrial West Counties in Warrap State. Now that the SNSDP is closing in December 31, 2018, there is a need to continue the momentum and provide safety net support for longer term development outcomes. This would require the continued use of third-party arrangements similar to AAH-I and UNOPS, which have been directly responsible for the good results achieved to date under the SNSDP.

#### Relationship to CPF

**9. Social protection is increasingly seen as an important part of the government's strategy to fight poverty and promote economic growth.** The South Sudan Development Plan (SSDP) 2011-2013 first recognized the importance of developing a coherent social protection system in order 'to reduce risk, vulnerability, poverty and economic and social exclusions throughout South Sudan.' Since then, a National Social Protection Policy Framework (2014) has been developed with an overall goal to 'respond to and address the multiple vulnerabilities faced by South Sudanese citizens, with a particular focus on the poorest and most excluded sectors.'

**10. The proposed SSSNP is well aligned with the Bank's Systematic Country Diagnostic (SCD) undertaken in 2015 and Country Engagement Note (CEN) approved in 2017.** A strengthened social protection system comprising of safety nets and livelihood generation is a key priority identified under the SCD as a means to building popular confidence in



a fragile and conflict-affected context. The CEN similarly focuses on livelihoods, food security and basic economic recovery as one of the two key objectives of the Bank's engagement in the country.

### C. Proposed Development Objective(s)

11. The proposed Project Development Objective (PDO) is to provide access to income opportunities to the poor and vulnerable and strengthen safety net delivery systems.

#### Key Results (From PCN)

12. The SSSNP is expected to contribute to:

- a. Increased access to income to the poor and vulnerable
  - Number of direct project beneficiaries of public works, of which female (%) (core indicator)
  - Number of direct project beneficiaries of unconditional cash transfers (UCT), of which female (%) (core indicator)
- b. Strengthened safety net delivery systems
  - Percentage of beneficiary caseload paid through the MIS
  - Percentage of payments made on time using biometric authentication
  - Percentage of complaints addressed through the GRM

### D. Concept Description

13. **The proposed SSSNP would aim to contribute to strengthened household capacity to better withstand social and economic shocks and stresses, while also supporting increased community interaction and dialogue for enhanced local level social cohesion and unity.** It would build on the results achieved and lessons learned from the SNSDP and other projects in South Sudan. Flexibility and the ability to adjust and respond quickly to changing dynamics on the ground would be the cornerstone of the project design given the high degrees of political and security uncertainties facing the country. Detailed description of proposed project activities is below.

#### **Component 1: Public Works Plus**

14. **This component would focus on scaling up the public works component under the SNSDP to reach more poor and vulnerable households in existing and new geographic areas, following a “public works plus” approach.** It would provide income for youth and women from poor households through a seasonal transfer, linked to participation in public works, in order to increase and sustain household assets, and smooth consumption during economic hardships. Public works activities would continue to be labor intensive and would focus on activities that would benefit the community at large. It is expected that improved community assets would lead to better natural resource management, thereby contributing to climate adaptation. Intensive community engagement in terms of targeting, selection of priority works, supervision and oversight would continue to be promoted, with implementation continuing using the existing delivery systems and operational tools established under the SNSDP. Amount and duration of transfer, as well as target number of beneficiary households, would be determined during preparation.

15. **Learning from the experience of SNSDP, this component would however go beyond only providing a wage transfer to adopt a “public works plus” approach.** Specifically, implementation of the public works activities would be enhanced through the provision of complementary support to ensure that beneficiaries receive a more integrated package of services, thereby contributing to strengthened resilience of households and greater impact and



sustainability of cash transfers. Special efforts would be given to strengthening local level cohesion and social unity through greater interaction and dialogue among diverse ethnicities in a community, utilizing participation in public works as a safe and neutral platform for bringing community members together. Relevant experiences and lessons learned from other countries in similar fragile and conflict-affected situations, i.e. Liberia, Lebanon, Iraq, Yemen etc., will be explored to inform the design of this component.

### ***Component 2: Direct Income Support***

**16. This component would provide cash transfers to vulnerable groups who lack able-bodied members in their households who can participate in public works activities.** The experience of SNSDP demonstrated that large segments of vulnerable population in a community who are often most in need of support are left out of the public works activities because they cannot provide labor. This situation has worsened in the past two years due to the outbreak of conflict in 2016, particularly in terms of those that were gravely wounded during the fighting. As such, this component would fill an urgent gap and ensure that coverage of beneficiaries is more comprehensive than has been before.

### ***Component 3: Strengthening Safety Net Delivery Systems and Project Management***

**17. This component would continue to strengthen safety net delivery systems which have been put in place under the SNSDP, building on the results achieved under the SNSDP.** These would include strengthening the targeting mechanism; enhancing the GRM; improving the payment transfer mechanism; and ensuring the full functionality of the MIS. Findings and recommendations from a number of related on-going or nearly completed analytical work would inform the design and implementation of this component.

**18. Strengthening of the targeting mechanism would be key in a fragile context such as South Sudan characterized by high levels of community distrust, misinformation, and tension.** The SNSDP has established a community-based and gender sensitive beneficiary targeting approach. Efforts would be made under this component to strengthen the targeting mechanism to guard against elite capture and ensure inclusion of needy households, with greater diversity in beneficiary selection, including ethnic diversity and gender inclusion.

**19. This would be complemented by an enhanced GRM aimed at further improving citizen engagement and mitigating social safeguards risks to the project, including threats and incidents of violence.** The GRM established under the SNSDP is robust, although opportunities exist to further improve it. As such, efforts would be made to enhance the GRM to expand its scope beyond only addressing community complaints and grievances to also mitigating against potential social safeguards risks, as well as deliver messages of peace, unity, social cohesion, and gender equality to reinforce peace dynamics.

**20. Attention would also be given to improving the payment transfer mechanism.** The SNSDP has gone a long way in ensuring fiduciary accountability by establishing payment transfers through commercial banks based on a two-factor authentication of project identification cards and biometric registration. However, timeliness of payments by the payment service providers (PSPs) continue to be a challenge. This component would therefore work to establish measures to improve the payment mechanism with PSPs for increased timeliness of payments.

**21. Furthermore, this component would support the full functionality of the MIS for better monitoring of beneficiary registries and project implementation.** An MIS was established under the SNSDP, with the beneficiary registry and payment module up and running. However, key challenges and functionality weaknesses exist,



particularly related to payment reconciliation and monitoring and reporting on project implementation. Under this component, the MIS would be strengthened to become fully functional, informed through an MIS audit being currently undertaken by the SNSDP.

**22. Lastly, this component would support day to day project management, monitoring, and coordination.**

**SAFEGUARDS**

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

Project locations will include the existing geographic areas served by the Safety Net and Skills Development Project (SNSDP) in South Sudan, as well as new geographic areas, the selection of which will be based on pre-established criteria for geographic selection and assessments of conditions on the ground. The current SNSDP has been serving the most poor and vulnerable communities in 7 counties distributed among the three greater regions, two of which are in one of the most conflict-affected state. Relevant salient physical characteristics in these 7 counties include the absence of paved roads as well as the lengthy rainy season, which extends from March until October. The rainfall exacerbates the already-poor conditions of roads as well as waste water and storm water drainage, for which there is no formal infrastructure.

**B. Borrower’s Institutional Capacity for Safeguard Policies**

The Recipient will be UNOPS. An assessment of the safeguards capacity of the partner at the global and local level will be conducted. If needed, measures will be built into project design to ensure capacity in safeguards management. The procedural and oversight framework at implementation levels will need to be included to manage the application of standards for environmental and social safeguards appropriate to the limited safeguards risks posed by the small-scale sub-projects financed under the project.

**C. Environmental and Social Safeguards Specialists on the Team**

Tracy Hart, Environmental Specialist  
Desta Solomon, Social Specialist  
Simon Sottsas, Social Specialist

**D. Policies that might apply**

| Safeguard Policies                  | Triggered? | Explanation (Optional)  |
|-------------------------------------|------------|---|
| Environmental Assessment OP/BP 4.01 | Yes        | Due to the small-scale nature of public work investments, the potential negative environmental and social impacts of the proposed project are expected to be localized, temporary, and easily mitigated through sensible construction management techniques, and diligent management practices. The anticipated public works activities expected may include small-scale urban works (roads, drainage), as well as soil and water conservation and land |



productivity related activities. The ESMF used for the South Sudan Safety Net and Skills Development Project (SNSDP) will be updated, as necessary, to reflect the change in implementation modality. Individual sub-projects will be screened to eliminate any category "A" activities as defined by OP 4.01. Feedback mechanisms will be set up to capture any potential project-related grievances and preventive mitigation measures to address issues like GBV/SEA will be put in place. Specific measures to protect vulnerable groups will result from the SA, conducted following OP 4.10.

|  |     |   |
|--|-----|---|
| Performance Standards for Private Sector Activities OP/BP 4.03 | No  | There are no private sector activities financed in this project.  |
| Natural Habitats OP/BP 4.04                                    | No  | The proposed project will not take place in or near natural habitats. Any activity that will potentially affect natural habitats will be excluded from financing. This will be ensured through application of a screening process to each potential sub-project.  |
| Forests OP/BP 4.36   | No  | The proposed project will not take place in or near forests.. Any activity that will potentially affect forests will be excluded from financing. This will be ensured through application of a screening process to each potential sub-project.   |
| Pest Management OP 4.09  | TBD | The list of potential sub-projects includes soil and water conservation sub-projects as well as land productivity activities. These activities are expected to lead to livelihood improvements that could ultimately result in the increased use of chemicals and fertilizers, and subsequent environmental and health risks. In order to offset or minimize the anticipated impacts, the ESMF to be prepared will include measures to manage and avoid the potential negative impacts resulted from the implementation of sub project activities. The list of potential sub-project activities will be confirmed during the preparation phase. |
| Physical Cultural Resources OP/BP 4.11                         | TBD | Application of this policy will be confirmed on the basis of sub-project activities.  |
| Indigenous Peoples OP/BP 4.10                                  | Yes | OP/BP 4.10 on Indigenous Peoples is triggered and is applicable to the SSSNP. Analysis by World Bank and other experts confirm that there are overwhelming majority of people in the existing 7 counties that will also be targeted under the proposed project, and are expected to meet the requirements of OP 4.10. The   |





approach and implementation process of the proposed project embed the basic principles of OP 4.10 of a free, prior, and informed consultation leading to broad community support for the proposed Project. The elements of an Indigenous Peoples Plan (IPP) would be included in the overall project design; a separate IPP is not required. Potential measures to ensure protection of vulnerable groups and equitable benefit sharing, resulting from the SA, will be mainstreamed into the project activities.

Involuntary Resettlement OP/BP 4.12

TBD

Triggering of OP 4.12 for this project is TBD and will be decided at Appraisal stage. The project design does not foresee any activities that would result in any impacts requiring resettlement and/or livelihood restoration. Extensive consultations via a CDD approach will ensure that sub-projects will only be implemented on public lands free of individual or collective, non-government use OR land donated voluntarily for the project according to Voluntary Land Donation Guidelines outlined in the ESMF (encompassing amongst others (i) the need of participatory identification of subproject siting, (ii) donors' awareness of a refusal option, (iii) the project's proactive assurance to avoid any material, institutional, and/or social pressure; with special, material consideration and support for vulnerable households, (iv) donated land must not exceed the area required to maintain the donor's livelihood or that of his/her household, (v) verification of the process by witnesses, and (vi) for all lands, including collectively used land, donation can only occur with the explicit, written consent of individuals using or occupying the land). The project will ensure respective documentation and for any suggested subproject in contradiction with the above provisions, such subprojects will be considered unsuitable for project support.

Safety of Dams OP/BP 4.37

TBD

Water harvesting infrastructure will be excluded from financing. This will be ensured through application of a screening process to each potential sub-project

Projects on International Waterways  
OP/BP 7.50

No

The proposed activities related to water sector activities are limited to the rehabilitation or improvement of existing water wells, and as such, are not likely to have potential impacts on the nearby sources. New well construction will be excluded from financing through the sub-project screening process.



Projects in Disputed Areas OP/BP 7.60

No

This is not applicable to the geographic areas potentially to be served by this project, as it is expected that one of the principles of selecting new geographic areas under the proposed project will exclude selection of disputed areas.

### **E. Safeguard Preparation Plan**

Tentative target date for preparing the Appraisal Stage PID/ISDS

Nov 28, 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

An Environment and Social Management Framework (ESMF) and a Social Assessment (SA) will be prepared, cleared and disclosed prior to Appraisal.

### **CONTACT POINT**

#### **World Bank**

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Social Protection Specialist

#### **Borrower/Client/Recipient**

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#### **Implementing Agencies**

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**APPROVAL**

|                      |                                     |
|----------------------|-------------------------------------|
| Task Team Leader(s): | Nadia Selim, Endashaw Tadesse Gossa |
|----------------------|-------------------------------------|

**Approved By**

|                           |                      |             |
|---------------------------|----------------------|-------------|
| Safeguards Advisor:       | Nathalie S. Munzberg | 22-Nov-2018 |
| Practice Manager/Manager: | Robert S. Chase      | 23-Nov-2018 |
| Country Director:         | Sahr Kpundeh         | 26-Nov-2018 |