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

Concept Stage | Date Prepared/Updated: 12-Jul-2017 | Report No: PIDISDSC20841



BASIC INFORMATION

A. Basic Project Data

Country Senegal	Project ID P161477	Parent Project ID (if any)	Project Name Senegal Municipal Solid Waste Management Project (P161477)
Region AFRICA	Estimated Appraisal Date Feb 01, 2018	Estimated Board Date May 15, 2018	Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice
Financing Instrument Investment Project Financing	Borrower(s) Republic of Senegal	Implementing Agency Unite de Coordination et de Gestion (UCG)	

Proposed Development Objective(s)

The development objective of the project is to strengthen the governance of solid waste management in Senegal and improve solid waste management services in selected Senegalese cities.

Financing (in USD Million)

Financing Source	Amount
Borrower	10.00
International Development Association (IDA)	50.00
Total Project Cost	60.00
Environmental Assessment Category	Concept Review Decision
A-Full Assessment	Track II-The review did authorize the preparation to continue

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Other Decision (as needed)



B. Introduction and Context

Country Context

Senegal has experienced high growth rates in recent years, becoming in 2015 the second fastest growing economy in West Africa. This growth has been stimulated by productivity gains in the agricultural sector, as well as growth in the construction, energy, telecommunications and financial sectors. In addition, increased private sector investment has been stimulated by lower energy and transport prices, as well as an ambitious public investment program carried out by the Government which increased by nearly 0.4 % of the GDP in 2015. On the external front, rapidly growing exports helped reduce the current account deficit from nearly 9% in 2014 to 7.6% in 2015. The Bank's latest economic update for Senegal in February 2017 projects promising economic growth in the next three years and identifies technology development, the digital economy, urbanization, and international commerce as the key areas for future growth.

Nonetheless, Senegal is yet to successfully reduce poverty and boost shared prosperity. The poverty rate, measured as the share of people living on less than US\$2/day, has decreased since 1991, partly driven by economic growth of its capital Dakar. However, the absolute level of poverty remains very high (46% in 2014). In regions with higher levels of urbanization, such as East Asia and Latin America, urbanization has generally accompanied poverty reduction (Global Monetary Report, 2014). However, Senegal, just like other countries in sub-Saharan Africa, has yet to benefit from the positive outcomes associated with urbanization in terms of economic growth and poverty reduction. In particular, contrary to Dakar which has been driving and concentrating large parts of the national economy (65% of GDP), Senegalese secondary cities, which concentrate the large percentage of the urban poor, tend to be the most vulnerable and lag behind when it comes to economic role and job creation¹.

Senegal's Human Development Index (HDI) is 0.466, ranked 170 out of 189 countries in 2015, compared to an SSA average of 0.518. Overall, Senegal spends a comparable share of GDP to its peers, but its intra-sectoral distribution of resources is inefficient, leading to lack of improvement in human development outcomes. While the size of the government has grown in recent years, access to improved services and the quality of services have not improved in many social sectors. Overall, a lack of clear governance and accountability systems is undermining performance in the social sectors.

To respond to these development challenges and accelerate the country's progress towards emerging market status by 2035, Senegal launched the Emerging Senegal Plan (Plan Senegal Emergent, PSE) in 2014. The main purpose of the PSE is to restore growth and accelerate the pace of poverty reduction by investing in a few key areas including agriculture, energy, housing, and infrastructure, and, more importantly, by focusing on a small subset of reforms to unlock growth. The policy reform areas include land reform, improvement of business and investment climate and energy reform. However, the ambitions of the PSE may exceed available resources and will ultimately depend on the pace of reform implementation and private sector responsiveness.

Sectoral and Institutional Context

Senegal has experienced a rapid pace of urbanization. More than 45% of the total population of 15.3 million currently live in urban areas. With an annual increase of nearly 2.5 per cent, by 2025, 62 percent of Senegalese will likely live in cities. This means 13.5 million urban dwellers in 2025, more than a 13-fold increase compared to 1960. This rapid pace of urbanization severely tests the capacity of municipalities to efficiently deliver basic urban services and manage

¹ "Revue de l'Urbanisation du Senegal", World Bank



scarce resources².

Senegal's economy is largely driven by urban centers, and especially the capital Dakar. 65 per cent of Senegal's GDP is produced in urban centers and 55 per cent in Dakar itself. 80 per cent of the registered firms are located in the greater Dakar metropolitan area. Most jobs are created in Dakar (more than 52 per cent) and 62 per cent of business openings are taking place in the capital city³.

The third Decentralization Act (the Act III), launched in December 2013, aims at empowering territories to become viable, competitive and sustainable by 2022. This reform seeks to improve territorial coherency and efficiency with a revised territorial governance architecture, the actual transfer of responsibilities to local governments, the modernization of public management through local finance reform and the development of qualified human resources.

Among other municipal services, municipal solid waste (MSW) is particularly challenging in responding to rapid urbanization and cities in Senegal face major challenges at every stage of the MSW value chain. Waste management problems in the country are varied and complex with infrastructure, political, technical, social, economic, organizational, management, regulatory and legal challenges and are becoming severe due to rapid urbanization and scarcity of financial resources. In general, most cities are only able to collect a fraction of the waste that they produce; and the collected waste is rarely processed to minimum acceptable standards. The results of the underperforming solid waste sector are many, including damaging impacts to human health, the environment, annual flooding, local economies and it has a disproportional impact on poor citizens.

Senegal suffers from a chronic deficit of access to solid waste management services. Senegal produces over 2.4 million tons⁴ of solid waste per year, out of which 1.08 million tons are uncollected. The collection rate in Senegal in average is 55 %, below the average in sub-Saharan Africa (65 %). The waste production rate in Senegal is approximately 0.57 kg per person per day (national average). This rate is higher in larger and industrialized urban centers such as Dakar where the production rate is nearly 0.8 kg per person per day. This rate is consistent with the average production rate in Sub-Saharan Africa (0.65 kg/person per day)^{5.}

There is no fully functional sanitary landfill in operation in Senegal. The construction of three landfills was initiated several years ago in Saint-Louis, Sindhia (near Dakar) and Thies, but these facilities are either non-operational or misused as dumpsites. The operation of the Sindhia landfill was jeopardized by protest of citizens in the surrounding community. The Thies landfill was never completed due to a lack of resources, and the Saint Louis landfill was not properly operated and turned into a large unregulated? dumpsite. Three new sanitary landfills are being constructed through an ongoing project supported by the Islamic Development Bank in Tivaouane, Touba and Kaolack.

Solid waste in Senegal comprises mainly sand, dirt and organic material, making its management costly. According to a study undertaken by the Unite de Coordination et de Gestion (UCG) nationwide, the composition of solid waste in Senegal varies from large urbanized area like Dakar to secondary cities, but generally comprises 2/3 of fine particles, sand and organic waste. The remaining portion of the waste (paper, cardboard, plastics, textile, etc.) makes up only remaining 1/3 of the waste. The composition is in line with other countries in Sub-Saharan Africa and radically different from the waste composition in developed countries, which increases the cost of transport and limits the choice of technologies to treat the waste.

² "World Bank, Revue de l'Urbanisation au Sénégal"

³ "World Bank, Revue de l'Urbanisation au Sénégal"

⁴ Data obtained from UCG

⁵ World Bank, What a waste, 2012



Institutional mandates related to solid waste management remain unclear. The lack of clarity in the institutional mandates between ministries and the local governments, exacerbated by frequent political interference, has contributed to make the sector inefficient. The most prominent case is Dakar where the responsibility for waste management has gone through multiple models of management from 1960 to date, without reaching a stable solution. The most recent change has occurred in October 2015 when the government decided to transfer the waste management responsibility in Dakar from the association of communes CADAKCAR to UCG, the unit at the ministry of local government in charge of the national solid waste management program.

The solid waste sector in Senegal is critically underfunded. The capital investment needed to provide access to a sanitary disposal site to urban centers with population over 55,000 inhabitants is around 80 billion CFA⁶. This does not include additional resources needed to close the growing number of dumpsites across the country and to improve the rudimentary equipment for waste collection. The annual budget need for proper waste collection, treatment and disposal in the country is estimated at around 45 billion CFA per year. In contrast, the average collection rate for the dedicated solid waste management tax (TEOM) is only 5 billion of CFA (less than 10 % of the potential, based on 2016 previsions), with an additional 13 billion CFA allocated by the national government in 2016 and 6 billion CFA in cross subsidies. This represents an annual shortfall of 21 billion in 2016 in operation cost. The lack of solid waste management resources in secondary cities is worse, with some of the cities lacking basic equipment and facilities to provide basic collection service, resulting in a growing number of dumpsites in the middle of cities or along shorelines. Out of the 13 billion CFA allocated by the government in 2016, 10 billion have been spent in Dakar and the remaining 3 billion were spent in the other secondary cities for periodic and just-in-time cleanup operations⁷.

The capital Dakar is suffering from a lack of sustainable solutions for waste management. Dakar's solid waste is currently disposed into a large open dump, at Mbeubeuss, a densely-populated suburban area of the capital. The site is a source of water, air and land pollution and needs to be urgently closed as it continues to expand. The World Bank Motorway project had initially programmed the construction of a sanitary landfill site in a city in the vicinity of Dakar. But opposition by local population has disabled its implementation, although a contractor had already been identified. The funds for the landfill under the project has therefore been mostly re–allocated but also used for a study on how to find workable alternative to the closure of the waste dump. The problem of Mbeubeuss remains and, as the development of the new sanitary landfill is stalled with no expectation of evolution in the short run, a temporary solution for managing this site in a better manner needs to be designed and implemented urgently.

Hospital and hazardous wastes add a serious threat to the environment. Although there are licensed hazardous waste collection enterprises, the fate of the waste collected by these agencies is unknown as there are no proper treatment facilities for these waste or the existing facilities are obsolete. There are only a few medical centers equipped with proper medical waste incinerators. This situation has resulted to hazardous waste being indiscriminately disposed as part of municipal waste in the Mbeubeuss dumpsite and other dumpsites across the country where thousands of people are working as informal recyclers without proper protective equipment, posing a serious risk to human health and safety and the environment. The hazardous and medical waste has been unaccounted for is becoming a growing concern of the sector.

The impact of the poor management of solid waste in Senegalese cities is quantified to around 1.06 % of its GDP. The potential role of solid waste management in improving cleanliness of the environment, increasing touristic attraction and boosting inclusive green growth at large is well known. However, poor management of solid waste in

 ⁶ World Bank "Gestion des Déchets Solides Municipaux au Sénégal - défis et opportunités d'amélioration", 2016
⁷ Source UCG



Senegal led to the degradation of cities and towns with decreasing economic opportunities and land value, and blocking of storm water drains causing flooding, degradation of surface and ground water quality, the spread of disease pathogens and greenhouse gas emissions. The impacts and the untapped opportunities were estimated to represent 1.06 % of the Country's GDP⁸.

The urban poor in Senegal are disproportionally burdened by the problems of weak solid waste management services. These poor are frequently co-located by uncollected or improperly disposed waste that damages their air (through open burning) and surrounding waters. Informal recyclers, often lower income women and men who migrate from rural areas, collect, sort and sell waste from the streets or dumpsites, working in unprotected conditions and increasing risks to their health.

The solid waste management, which has been historically addressed as a side problem, has gradually acquired importance in the national agenda. A review of the solid waste portfolio in the country has revealed that most projects are initiated either as small projects or as last minute thoughts in projects initiated in other sectors, which did not allow to fully grasp the underlying problem of the sector and tackle it to its full extent. Solid waste projects have been historically addressed as components or subcomponents of projects focusing on transport, health, urban resilience, tourism development, sanitation, etc. All of these projects have identified the need to address solid waste management to achieve the development objective in these sectors. However, due to various institutional, financial, policy, technical and social challenges, these projects did not succeed in transforming the sector. The Government of Senegal has formulated in 2006 a National Strategy for Sustainable and Integrated Management of Solid Waste followed by the National Solid Waste Management Program in 2009, with a transformative objective to provide solid waste management services in all provincial capital cities and other major urban centers.

Relationship to CPF

This operation is in line with the FY2013-2017 Country partnership Strategy (CPS) for Senegal, in particular Pillar 1 on accelerating inclusive growth and creating employment and Pillar 2 on improving service delivery. On pillar 1, the project will contribute to accelerate inclusive green growth by helping Senegalese cities meaningfully improve the lives and working conditions of the informal waste pickers most of whom live in extreme poverty. The project will further contribute to create skilled and unskilled job opportunity and contribute to the emergence of a Green Economy in the country. On Pillar 2, this project will contribute to increase access to solid waste management services in Senegal, by establishing collection and disposal services in selected areas where it currently lacks or improve the quality of the existing service. This solid waste management project will also be consistent with the Bank's strategy to provide multi-sector support to the Government of Senegal to support its Plan Senegal Emergent (PSE).

C. Proposed Development Objective(s)

The development objective of this project is to strengthen the governance of solid waste management in Senegal and improve solid waste management services in selected Senegalese cities.

Key Results (From PCN)

PDO Indicators

⁸ World Bank "Gestion des Déchets Solides Municipaux au Sénégal - défis et opportunités d'amélioration", 2016



- People provided with access to improved solid waste services (number)
- Cities with improved livability, sustainability, and management (Number)

Intermediate indicators

- Percentage of solid waste collected (%)
- Percentage of solid waste properly disposed or recycled (%)
- Number of waste pickers integrated in the formal waste management sector (number)
- Number of sanitary landfills constructed and operational under the project (number)
- Number of recycling centers constructed (Number)
- Surface area of dumpsites closed and rehabilitated (square meters)
- Increase of financial resources allocated to overall SWM value chain financing (amount)
- Number of municipalities with waste management plans (number)

The baseline and target for these indicators will be collected during preparation.

D. Concept Description

1. Description

The proposed project will provide financial and technical assistances focused on improving solid waste management services in selected cities in Senegal, in response to the development challenges relating to the sector, including rapidly increasing waste production far outpacing the provision of waste management services, lack of sustainable solutions in Greater Dakar region, and rudimentary and precarious services in secondary cities. In addition, the project will tackle the underlying policy, regulatory, institutional and financial constraints leading to the poor sector performance.

The project will comprise four components: (i) improving waste management services in the Greater Dakar; (ii) developing a long-term waste treatment and disposal site in Greater Dakar; (iii) institutional strengthening and capacity building support for solid waste management; and (iv) project management, coordination, monitoring and evaluation.

Component 1. Improving waste management services in the Greater Dakar. This component aims to support the improvement of waste collection, treatment and disposal in the Greater Dakar. This component will support:

- i. Increasing the solid waste collection and recycling by implementing key infrastructures and equipment identified in the solid waste management strategy for Dakar prepared by UCG and improving the solid waste management contracts with private sector firms.
- ii. Reinforcing the primary and secondary collection systems.
- iii. Closing of the uncontrolled dump site in Mbeubeuss in the Greater Dakar region.
- iv. The construction of a lined temporary cell in compliance with international best practices to provide disposal capacity until the opening of the long-term disposal and treatment site. The temporary cell at Mbeubeuss before this new site becomes available will establish a reasonable standard for interim operation of the Mbeubeuss dump site in the near term by upgrading operations and creating an additional sanitary landfilling capacity, and deal with the negative environmental impacts through closure and proper reclamation of inactive areas. The temporary cell will be constructed f with a reasonably large capacity to account for potential delays in developing the long term disposal site (the required capacity will be analyzed during project preparation and

presented in PAD). In order to ensure a proper coordination of the transition between the temporary cell and the new long term solution, the team will focus at the onset of the project on the identification of a new long term treatment and disposal solution.

V. Implementation of the environmental and social safeguard mitigation measures. This will include assessing the waste pickers working on the Mbeubeuss dumpsite and the identification of alternative sources of livelihoods for them. A number of these individuals will be provided with skilled and unskilled employment opportunities generated by the project while others will receive capacity enhancement to access alternative employment.

Component 2. Support to the development of a long-term waste treatment and disposal site in Greater Dakar. This component aims to develop an integrated and effective waste disposal system in Dakar to replace the Mbeubeuss dumpsite. The project will not finance the construction of the new treatment and disposal system but support all preparatory studies, including:

- i. development of long-term treatment and disposal system for the Greater Dakar area, including identification of potential sites. This activity will be implemented in collaboration with the transaction advisory team of IFC and MIGA. To account for the recurrent issue of land scarcity in the Greater Dakar, the future long term treatment and disposal site will potentially include a combination of material recovery, recycling, energy recovery (if feasible), composting and final disposal in a manner that prolongs as much as possible the life of the facility and supports a circular economy.
- ii. the preparation of the technical studies (phased with prefeasibility study and feasibility study), environmental and social assessment (concomitantly with the prefeasibility stage which will give base for detailed feasibility study) and engineering design documents for the new site.

Component 3. Institutional strengthening, capacity building, citizen engagement and gender assessment. This component will support institutional, financial, operational and legal restructuring of the solid waste sector in Senegal as well as capacity building activities to achieve better service delivery in the sector. Capacity building support will be tailored to the needs of national, regional and local levels with a view to improving their competencies to perform their respective roles in solid waste management. More specifically, this component will support the:

- i. preparation of a strategic plan at the national level on advanced waste management schemes (waste separation, waste minimization, waste recycling and production of Refuse Derived Fuels for the cement industry) as well as hazardous waste management;
- ii. support to the legal, legislative, regulatory and institutional reform measures to enhance governance, planning, management, and regulatory enforcement of the solid waste management sector;
- iii. strengthening the financing mechanisms of the sector with improved cost recovery and expanded revenue sources;
- iv. targeted trainings on entrepreneurship opportunities and skill development in emerging green waste management job market to youth, women, and former informal recyclers at Mbeubeuss (who qualify for such trainings based on a skill assessment). Potential jobs in the waste sector could include environmental engineers, operations supervisors, inspectors, education officers, landfill operators, truck drivers, waste collectors, general unskilled labor, etc....; and
- v. citizens' engagement in the solid waste sector through public sensitization and awareness campaigns around the danger of uncollected solid waste and litter prevention using various engagement tools such as mobile app, TV adds, Facebook, youth forums, etc.



Component 4. Project management. This component will support implementation of all project activities in accordance with the Bank's policies and guidelines in the area of coordination, supervision, financial management, procurement, audits, safeguards, monitoring and evaluation.

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SAFEGUARDS

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

Component 1 aims to support the improvement of waste collection and disposal in the Greater Dakar. This component will support (i) the partial and gradual closure of the uncontrolled dump site in Mbeubeuss in the Greater Dakar region which is located in an area with a wet ecosystem, while Component 2 aims to support the identification of a long-term treatment and disposal site for the Greater Dakar, by financing technical study, in relation to the site identification process and the safeguard documents upon identification of the site, which will be developed as a PPP.

B. Borrower's Institutional Capacity for Safeguard Policies

The Coordination Unit for Solid Waste Management (UCG) was set up by the Government of Senegal and is attached to the Ministry of Local Governance, Development and Regional Development in order to support local authorities in the delivery of solid waste services.

The UCG has worked to develop the national strategy for the integrated and sustainable management of solid waste and to build an efficient and effective organization capable of developing the guidelines. The UCG is committed to reforming the laws and regulations that govern the sector to provide an environment conducive to the intervention of local authorities, populations, civil society, private partners, technical and financial partners.

UCG will manage the project at the central level, coordinating overall project implementation in various locations, ensuring the timely availability of fund transfer, maintaining project accounts and producing financial reports, monitoring and evaluating program implementation and impacts, and reporting results to various stakeholders. While UCG has previous experience in implementing infrastructure projects and managing the ongoing project financed by the Islamic Development Bank, it has not worked with the Bank in the past and would need significant capacity building support about the Bank policies, guidelines and procedures. A detailed capacity assessment including staffing requirements for UCG and participating cities will be conducted during project preparation.

A senior environmental and social safeguard specialist, qualified to ensure implementation of the safeguards instrument is recommended as part of the project staff. Safeguards training will be conducted prior to inception of project implementation and intermittently throughout the project duration. The "Direction de l'Environnement et des Etablissements Classes" (DEEC) at the Ministry of Environment will review and clear the draft safeguard documents and related terms of references for environmental and social safeguard prepared by UCG. The mission of the DEEC is to validate all environmental studies of Senegal 's projects and to ensure that safeguards are respected and applied. The DEEC has extensive experience with World Bank policies to oversee the compliance of the environmental and social



safeguards of World Bank projects in Senegal.

C. Environmental and Social Safeguards Specialists on the Team

Hocine Chalal, Mame Safietou Djamil Gueye

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	Considering the potential environmental impacts related to the two main components of the project the environmental (and social) assessment policy 4.01 is triggered. An Environmental and Social Impact Assessment (ESIA) for the closure of the Mbeubeuss dumpsite and the construction of the temporary cell, including an environmental audit of the entire dumpsite, will be prepared, consulted upon, approved and disclosed before appraisal. The socio-economic analysis section of this ESIA shall be thoroughly done to better inform the decision making. Regarding the new treatment and disposal facility in the Greater Dakar region, a siting assessment and an Environmental and Social Impact Assessment will be prepared concomitantly as part of the prefeasibility studies to inform the detailed feasibility studies. These prefeasibility studies will be financed under component 2 during implementation once the identification of the potential sites is finalized.
Natural Habitats OP/BP 4.04	TBD	It is not triggered based on the currently known project sites but depending on the location of a new treatment and disposal site in Dakar, it may or may not be triggered.
Forests OP/BP 4.36	TBD	It is not triggered based on the currently known project sites but depending on the location of a new treatment and disposal site in Dakar, it may or may not be triggered.
Pest Management OP 4.09	TBD	It is not triggered based on the currently known project sites but depending on the location of a new treatment and disposal site in Greater Dakar region and potential use of pesticides and/or rodenticides at waste management facilities, it may or may not be triggered.
Physical Cultural Resources OP/BP 4.11	Yes	This policy is triggered as some project investments are foreseen in Dakar.



Indigenous Peoples OP/BP 4.10	No	The project is located in urban areas where all ethnic groups are economically and socially integrated.
Involuntary Resettlement OP/BP 4.12	Yes	This policy is triggered because Components 1 and 2 may require involuntary land acquisition that may lead to the loss of assets and/or access to livelihoods, as well as to the involuntary displacement of people. Particular attention will be given to the Mbeubeuss dump site and potential affected people in particular the waste pickers (in particular children and women) and other economic actors active on the site. In the context of ESIA a separate social assessment (including analysis of vulnerability, political and economic aspects] will be prepared. In addition, an environmental and social audit of the closing/reclamation of the Mbeubeuss will be carried out. Since all project locations at this stage are not known, a Resettlement Policy Framework (RPF) will be prepared, consulted upon and disclosed in-country and on relevant World Bank online sites. Site-specific Resettlement Action Plans (RAPs) or Abbreviated Resettlement Action Plans (ARAPs) will be prepared as and when necessary before or during the implementation phase according to the road map laid out in the RPF. These will be reviewed, approved and disclosed in-country and on World Bank online sites prior to the commencement of civil works.
Safety of Dams OP/BP 4.37	No	Project activities will not involve the construction of a new dam or the rehabilitation of an existing dam, nor rely on dams.
Projects on International Waterways OP/BP 7.50	No	The project does not involve any international waterways as a source or discharge point.
Projects in Disputed Areas OP/BP 7.60	No	There are no project sites located in disputed areas.

E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Jan 31, 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

Safeguard-related studies (ESIA and RAP) for the component 1 (closure of the Mbeubeuss dump site and the construction of the temporary cell, including an environmental audit of the entire dumpsite, are expected to be conducted from September 2017 to January 2018; ESIA and RAP for the new treatment and disposal site in Greater Dakar region will be launched after the appraisal when the site is identified (PAD will present the exact timing of these documents and



relevant legal covenant).

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APPROVAL

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